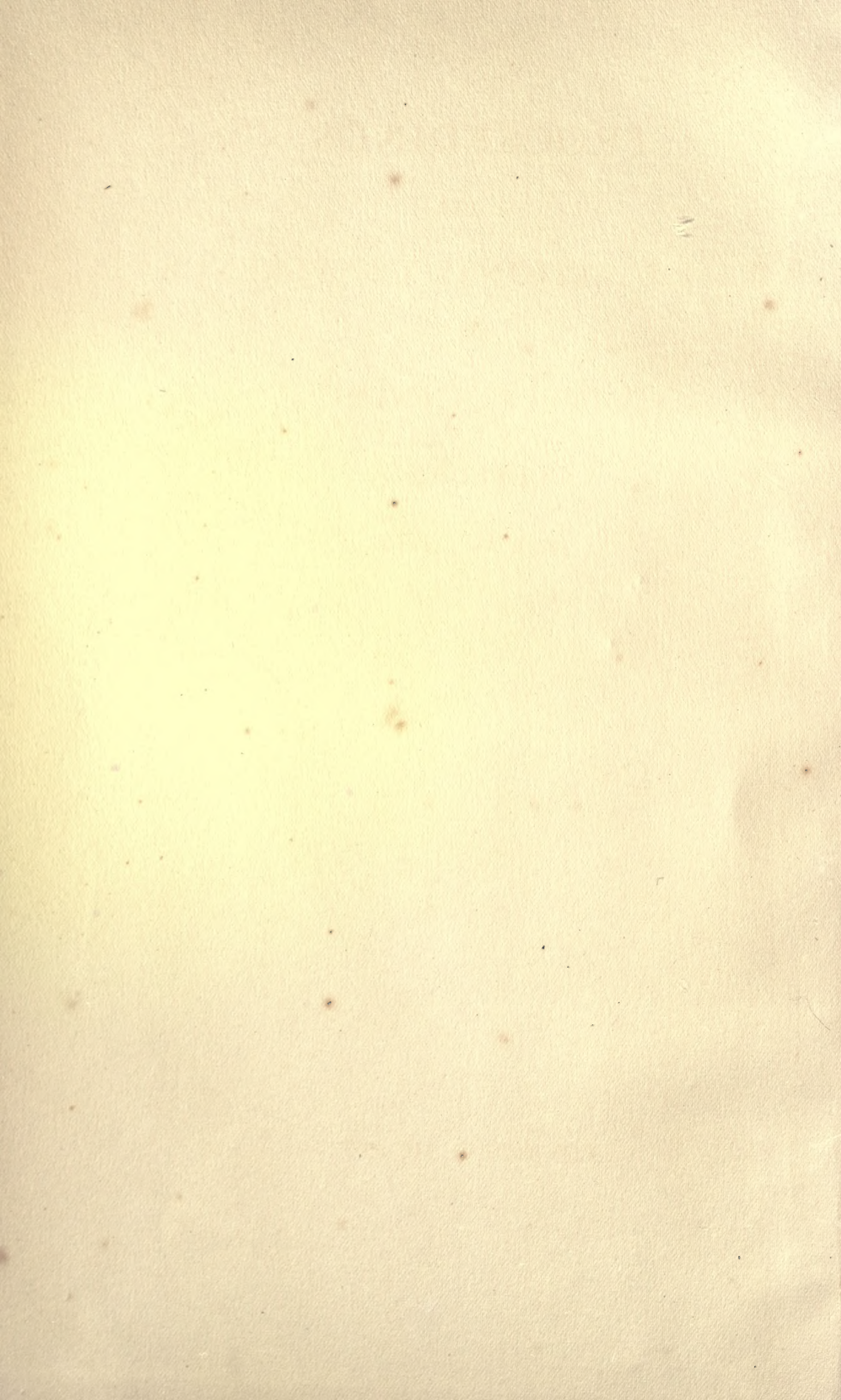


PROCEEDINGS
OF THE
EIGHTH NATIONAL CONFERENCE
ON CITY PLANNING

CLEVELAND

JUNE 5-7, 1916



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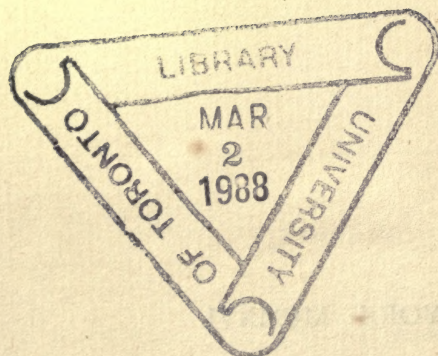
PROCEEDINGS

FIFTH NATIONAL CONFERENCE

CITY PLANNING

CHICAGO

MAY 1-3, 1938



PROCEEDINGS
OF
THE EIGHTH NATIONAL CONFERENCE ON
CITY PLANNING

PROCEEDINGS

OF
THE NORTH ATLANTIC CONFERENCE
CITY, MASSACHUSETTS

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ADDRESS OF WELCOME

RALPH L. FULLER

President of the Cleveland Chamber of Commerce

For many reasons I am glad of the opportunity to say to you that you are welcome in Cleveland. I wish I might say it in a way that the words would not seem merely a perfunctory expression. My desire is to make you feel that our welcome to you is sincere, cordial and of genuine heartiness. We are proud of our city, though not self-complacent. Our park system, our group plan of public buildings, the Warrensville philanthropies, the finer residence districts are all mile stones in our progress toward Greater Cleveland.

We are proud of the great bridges spanning our crooked river, of the many large industries, of which you will catch a glimpse to-morrow, of the radial lines of railroad entering here, and of our great harbor with its vast shipping interests. We are proud of the towering minds whose dominant ambition and enterprise have made these developments possible, and we are proud also of the thousands of men and women who, day by day, inconspicuously but faithfully fulfill their humbler but no less necessary part in the carrying forward of that part of the work of the world which happens to fall as Cleveland's share.

In that measure of success we have already had in building a city do we recognize the measure of the future opportunity and its responsibilities, especially the necessity of adding the element of beauty to the factor of utility wherever it is possible to do so. We feel the need of impressing upon the minds of all of our people that a city is built, after all, by each of us who builds a factory, an office building, an apartment house or a home, as well as by those of us who have the

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privilege of building streets and bridges and public structures and docks. May each person who builds feel that whatever he builds must either add or detract from the usefulness and beauty of his city; that the smallest cottage happily conceived, may be a source of daily pleasure to his neighbors and to the passers-by, and might some such day as this bring an exclamation of genuine pleasure to the lips of a distinguished group of visitors like yourselves. Such an exclamation is as sincere a compliment to the owner, the architect, and the builder of that little cottage as the tribute you may pay to larger undertakings.

We will have particular pleasure in showing our city to people who have made a deep study of municipal development, and from whom a certain largeness of view is obtainable, whose comments are always interesting and often inspiring.

We believe in the work you are doing and know that some portion of the resulting good will fall to us.

We ask for your help and invite your constructive criticism. We are conscious of some of our deficiencies. Others we hope you will point out to us. Therefore, both because we are proud of our city, and because we wish it to be far better, the Chamber of Commerce welcomes you to Cleveland.

CLEVELAND'S CITY PLANNING NEEDS

RADIAL THOROUGHFARES AND COUNTY PARKS

FREDERICK LAW OLMTED

Fellow, American Society of Landscape Architects, Brookline

City planning has often suffered from a too mechanical adherence to custom and precedent. I am fearful of the effect upon these conferences of the custom which has opened the first evening session of every conference with a general talk on city planning by the Chairman of the Executive Committee.

I am going to break away from this precedent in so far as to speak in a manner wholly personal and unofficial, indeed in a manner that might be thought very indiscreet as an official utterance on behalf of the Conference; and I shall not talk upon the subject of city planning in general.

My talk will be confined to certain aspects of city planning that are of immediate practical concern to the City of Cleveland, and I want it clearly understood that I speak in my personal capacity rather than as Chairman of the Conference, for this reason. I am deeply conscious of the gratitude which the Conference owes to Cleveland for its splendid hospitality and as Chairman it would be ungracious for me to say some things about city planning in Cleveland which need to be frankly said. After all we are here not to exchange compliments, but to learn things by the frank interchange of facts and ideas. We learn most by clearly discriminating the good things from the bad, and Cleveland, like most cities, has both to show. Instead of speaking on behalf of Cleveland's guests I will presume upon my membership in the Cleveland Chamber of Commerce to speak as a sort of adopted Clevelander, proud of what the city has done, but frankly critical of its shortcomings.

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And my remarks will be the less complimentary to Cleveland because I am debarred from enlarging upon Cleveland's most notable achievement in City Planning, the Civic Center or Group Plan. Every one attending this Conference, no matter from where he comes, has long been interested in the Cleveland Group Plan, and wants to learn just how so much good progress has been made on a project of a sort that has baffled many other cities. But the subject, so full of constructive suggestion to members of the Conference and such a worthy source of pride to the people of Cleveland, is to be presented far better than I could do it by one who has taken part in its development from the beginning.

Leaving to Mr. Brunner the discussion of this important development at the heart of the city, in which Cleveland sets an example to the rest of the country, I propose to speak of two other features of city planning in which Cleveland's failure to set an example may be as instructive in its way as the Group Plan itself.

The first of these problems is that of radial thoroughfares.

Let us consider for a moment how the street map of Cleveland looks. Last Thursday I obtained, by accident, wholly unbiased testimony as to the impression it makes upon the unsophisticated observer. As I was gazing at a map of Cleveland and wondering what I was going to say to-night, my four-year-old daughter came upon me and inquired, "What are all those lines, Daddy?" "Streets," said I. "Lots and lots of streets," she replied, "all twangling and twangling around." Now that wasn't a Boston map I had before me. It was really a Cleveland map.

Notwithstanding this unbiased impression upon a fresh mind, my more sophisticated and more hopeful eye is struck by a distinctly radial-looking distribution of street lines on the map. As an impressionistic sketch of a radial street system it seems decidedly good; but a closer examination shows that many of the lines which help to produce this favorable impression are comparatively isolated strokes of the brush, so to speak, and lack that continuity which is essential to

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good thoroughfare lines. It is a matter of some scientific and esthetic interest to be able to pick out on the map a stretch of street pointing like an arrow in the direction of your chosen destination; but it is of little practical importance if you find it necessary to make an abrupt and wide detour at one or both ends of the arrow. A good many of the radial streets of the Cleveland map remind one of a cat which starts off straight across the room with a very businesslike air, as though nothing could turn it from its purpose—but which suddenly stops to attend to a flea-bite and forthwith wholly abandons its original line of travel.

If this sounds to you too facetious or unfair, please examine the radial streets to the north and south of Euclid Avenue between Superior Avenue on the north and Woodland Avenue on the south. Here, in the line of a most active city and suburban growth, is a sector having a width of approximately two miles at a distance of only two miles from the Public Square, and although this sector is full of sample pieces of radial streets, not a single one except Euclid Avenue has a direct through connection at both ends.

This particular situation is thoroughly familiar to Clevelanders, and they are beginning to realize that something must be done about it. Indeed there has been much talk about various projects for relieving Euclid Avenue. There has been so much talk and so little action that I sometimes feel here as if I were in Boston.

I am not going to discuss these projects. Indeed I do not know what they all are and have never had occasion to look into them in detail; but I can assure the members of the Conference that half a day spent in looking over this territory, map in hand, will show them an exceedingly interesting and instructive situation. They will find striking opportunities, left open by mere good luck until the very eleventh hour, for converting a conspicuously bad piece of city planning into a good one; and they will carry away with them a keen interest as to whether Cleveland is going to sit like a bump on a log and let these opportunities slip away.

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The Conference will be specially interested in one of the projects to which this notorious situation has given rise. I know too little about the problem to hazard an opinion upon the actual expediency of the project, but there can be no doubt that it is extremely interesting and suggestive. It has arisen from the fact that most of the Euclid Avenue frontage, especially on the northern side, has been occupied exclusively by private residences on very deep lots, which has kept a radial strip of land comparatively free from buildings and from local streets for an astonishing length through the sector in question. The opportunity for a new radial thoroughfare is obvious; but the peculiar interest of the project lies in the fact that the topographic conditions and the small number of cross streets of established grade suggest the possibility of a specialized high-speed thoroughfare having only a minimum number of grade crossings with local street traffic. Many of the members of this Conference have followed the notable work of the British Government, through the London Traffic Branch of the Board of Trade—work which is regarded as so important that even the stress of this terrible war has not been allowed to stop it—work directed to the solution of London's arterial traffic problems by co-operation of the national government with the local authorities of the British metropolis. It is a striking thought that the type of high-speed trunk thoroughfare toward which London is turning as a practical solution in spite of the enormous cost of its creation, may perhaps be within the reach of Cleveland at a cost but little more than would be inevitable for subdividing the property. The opportunity looks so promising and is so plainly on the point of slipping away forever, that city planners cannot understand the apparent indifference of Cleveland to this real crisis.

Of course it is not only in London that city planners have learned the importance of the specialized high-speed thoroughfare for rapid transit both by automobile and by street car. The partial adoption of the principle by the Philadelphia Bureau of Surveys and its actual application in the

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South Philadelphia layout have been brought to our attention by Mr. Haldeman in his chapter of the recent City Planning volume in the National Municipal League series. We need not here discuss whether the Philadelphia standard width of 148 feet as a minimum for such streets, including a 60-foot central reservation for tracks, is an appropriate one for Cleveland; but it is interesting to note that one enterprising suburban land company in Cleveland has already laid out such a thoroughfare several miles in length with a 60-foot track reservation and a total width of about 130 feet. With much ingenuity and effort this thoroughfare is being connected to the down-town district by an independent right of way for the tracks, free from street crossings at grade so as to permit real rapid transit. This is a remarkable contribution to the larger elements of the city plan to have been made by a land company. But even so it carries through to the central district only one of the two elements of a high-speed thoroughfare, leaving the automobiles to work their way in, beyond a certain point, by the old-fashioned streets with their daily increasing congestion. A complete high-speed thoroughfare laid out by the city and reaching so close to the central district as appears to be possible in the Euclid Avenue sector, would be an achievement as notable among thoroughfares as the Group Plan is among Civic Centers.

While the defects of the present layout of Cleveland thoroughfares are most notorious in the Euclid Avenue sector, what the city really needs is a comprehensive thoroughfare plan for serving not that one sector, but the whole city and the entire surrounding district.

The Cleveland region has a peculiar topography. It consists of a rolling plateau intersected by deep and precipitous-sided ravines. This topography has placed peculiar obstacles in the way of a normal system of thoroughfares for Cleveland, but has left open some peculiar opportunities. Such ravines in the earlier stages of development, when traffic is small, may offer insuperable obstacles to that traffic throughout much of their course, and are apt to concentrate the original

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thoroughfares upon a few points where the valleys can be crossed by a more or less steep and tortuous descent and ascent. When the traffic grows enough to justify a costly viaduct, the location of the thoroughfare is fixed, perhaps on lines ill chosen for a viaduct route.

We cannot blame the early road surveyors for failing to realize that Cleveland traffic was so soon to grow to the point where viaducts costing many millions of dollars would be built to span such ravines and would be justified by the mere reduction in traffic cost. The people of to-day have seen this very thing taking place and they have no excuse for failing to recognize that in the course of the next fifty years, to say nothing about the next five hundred years, the volume of traffic in and out of Cleveland will grow so vast as to justify the spanning of these ravines by just as many viaducts as may be necessary for the expeditious handling of the business. They have no excuse, therefore, if they fail first to plan out a complete and thoroughly ample system of main thoroughfares on the best possible routes, avoiding built-up property as far as practicable, but predicated upon the liberal use of viaducts, and second, to keep these routes free from occupation by new buildings, using them in part as local streets until the amount of traffic will justify the cost of building the viaducts to link these several fragments together as first-class thoroughfares.

The very topographic peculiarities which have stood in the way of a normal street development for Cleveland have left it full of gaps and streaks of relatively undeveloped property which seem to invite such far-sighted plans for repairing old mistakes.

Outside of the city limits the county is active in bettering the old thoroughfares, but this seems to mean chiefly making over poor country highways into good country highways. It means better maintenance of the old thoroughfares laid out for the needs of a rural district around a thriving county seat of 19th-century Ohio. Is it not time for a bigger conception of the Cleveland district as one of the great world

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cities of metropolitan rank and extent? It is headed straight that way and traveling fast. Is it not time, while open land is still so plenty in the county, to make sure of main thoroughfares of a capacity such as a great metropolis requires even to-day? Is there any reason to expect a reversal of the lesson of history that the volume of traffic for a given population constantly increases with the advance of knowledge and increase of wealth? When Cleveland reaches the size that Philadelphia has reached to-day, will there not be greater need for ample main thoroughfares than Philadelphia feels to-day?

The other aspect of city planning in Cleveland on which I want to touch is that of parks. Cleveland has made admirable use of certain park opportunities, especially in the development of some of the smaller ravines which are so characteristic of the region. We shall see some of this park development on our automobile trip to-morrow and it ought to be an inspiration to us all.

Where not acquired for public use, such valleys are almost never well adapted for economical and satisfactory development for housing or retail business, and only in certain cases are they well adapted for industrial use. The cost of making such land available for subdivision for intensive use is excessive, and the results are apt to be so poor as not to sell at a profit. Because of these economic drawbacks such land is apt to remain undeveloped and low in price, while the adjacent plateau land rises indefinitely in value with the growth of the city. This deceptive cheapness of the undeveloped valley land constantly tempts the optimistic and the ignorant to try using it for some purpose where cheapness of land seems the main consideration. The loss of money invested in many of these attempts is mainly a private concern. The community cannot protect all the fools from their folly. But every such attempt is a potential slum, a prospective burden upon the community, and a canker in the midst of the normal development around it. On the other hand such valleys generally have peculiar natural advantages for certain types

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of park development, as we shall see on the trip to-morrow; and where the adjacent property is residential, their use for park purposes materially enhances the surrounding values.

Very briefly I have indicated the general argument for parking a large proportion of such valleys, whether in Cleveland or elsewhere; and Cleveland has certainly given us some first-rate samples of how to deal with the problem. But again, as with radial thoroughfares, it is too much a matter of mere samples. The samples are largely concentrated in one residential region which has chiefly drawn the attention of the wealthier and more influential citizens. The arguments both economic and social are equally sound in other localities, and the greatest opportunities lie, of course, in those regions outside the city limits where the natural scenery is at its best.

I shall say a little more about the notable treasures of natural scenery surrounding Cleveland in Cuyahoga County, but first I want to point out that the distribution of the ravines, which seem marked by Providence for park use, is not such as to provide every locality with a suitable park even if they were all acquired. There is a distinct lack in Cleveland of neighborhood recreation grounds such as ought to be brought within easy reach of practically every home in the city, but especially within reach of the poorer homes. The ravine parks are not well adapted for the active play of children or for very intensive use by their elders, especially not for the evening crowds that gather in neighborhoods of working people. The flat ground desirable for such uses is very limited in the ravines, and frequently too difficult of access for most of the people to use in that manner. Moreover, the concentrated use of ravines for such purposes is very destructive to the landscape beauty which gives them their special value.

What I want chiefly to emphasize, however, are the splendid opportunities which exist in the country all around Cleveland for securing and preserving the most delightful and refreshing passages of natural scenery. I wish the

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members of this Conference and especially the citizens of Cleveland who hear my words could have the pleasure of some tramps I took last autumn in Cuyahoga County. Nearly every Clevelander has crossed the valleys of Rocky River on the west and Euclid Creek on the east by trolley or automobile, and knows that the former at least contains bold and impressive scenery, but no one who has not tramped through the less accessible portions of those valleys and wound his way out to the brink of the enclosing plateau at the wilder and more commanding spots can have any idea of the sylvan beauty of these valleys or of the sense of utter remoteness from the city which they make upon the beholder. From an automobile I have had less intimate glimpses of other delightful passages of scenery, such as the hills and dales and hanging woods of the Chippewa Creek region to the south and the noble Chagrin River valley to the east. And then there is the Lake shore, of which the possibilities for public recreation are not yet appreciated for anything like their true value. Here is splendid raw material for the recreation grounds of the millions who are to live in the Cleveland of the future; and raw material of the sort that will be largely destroyed if definite steps are not taken in good season to preserve it.

Has the time now come when Cleveland ought seriously and systematically to undertake the reservation of a Metropolitan or County Park system? I believe it has, and to give point to my remarks I will compare the Cleveland situation with that of Boston at a corresponding stage of growth.

It was in 1892 that the Metropolitan park movement for Boston got well under way. At that time Boston had some 1,900 acres of park land, compared with some 2,200 acres that Cleveland has to-day. The population of Boston at that time was about 470,000, a point that Cleveland reached ten years ago, and some 200,000 less than Cleveland has to-day. On the other hand there was a larger tributary population outside of the Boston city limits than in the case of Cleveland, so that it would not be unreasonable to com-

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pare the Boston district of twenty-four years ago with the Cleveland district of to-day.

Now what happened when Boston reached the stage which Cleveland is now passing through? The people woke up to the fact that no large tract of natural scenery and no large piece of sea shore within the Metropolitan area could long remain without invasion and despoilment by the spreading tide of the suburbs. They woke up to the fact that the future millions of the great metropolis which was growing before their eyes would desperately need the kind of refreshment and recreation to be found in spacious sylvan scenery and on the shores of a great body of water, and would be forever cut off from such recreation if the present generation did not act to save the woodlands and river banks and ocean shores upon a scale sufficient not merely for the people of to-day but for the swarming multitudes of the future. If the generation which still has these opportunities permits them to be destroyed, no future generation can restore them no matter how great the need.

And so Boston took hold of its problem, which is Cleveland's problem to-day. During the ten years following 1892 the area of public park land in Greater Boston was increased to more than 13,000 acres and the amount of ocean shore owned by the public for purposes of recreation was increased to nineteen miles in length. I am told that in all of Cleveland and Cuyahoga County put together there is to-day not over 2,200 acres of park land, and that this includes less than $2\frac{1}{2}$ miles of the Lake shore.

I do not hold up Boston's accomplishment as any exact measure of what Cleveland ought to do; but there is margin enough between 2,200 acres and 13,000 acres to suggest that Cleveland has a serious job ahead for the next decade in protecting the most perishable of the natural resources which would help to make it a satisfactory place in which to live and work.

These two big problems, the radial thoroughfares and the county parks, will be solved and well solved if Cleveland

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applies to them the same characteristic and effective energy that has been shown in dealing with other problems, and notably with the Group Plan about which we shall hear from Mr. Brunner.

CLEVELAND'S GROUP PLAN

ARNOLD BRUNNER

Fellow American Institute of Architects, New York City

The Board of Supervision for Public Buildings and Grounds in the City of Cleveland, generally known as the Group Plan Commission, was created by Governor Nash on June 20, 1902.

The Governor selected Daniel H. Burnham, John M. Carrère and myself to serve as members of the Board and our first meeting was held in Cleveland the following July 15.

Still fresh in our minds is the memory of the tragic accident that ended the life of John Carrère, and the untimely death of Daniel Burnham. These distinguished men, my dear friends and valued associates, were great architects, strong men, loyal citizens and American gentlemen in every sense. They gave their best efforts and their finest inspiration to big causes. A narrow point of view was foreign to their nature, they had a broad vision and a firm belief in the splendid future of our country. The City of Cleveland especially owes to their genius more than I can tell. Their places in our profession cannot be filled.

The problem presented to us was to devise a plan which would combine in some harmonious manner Cleveland's public buildings and provide them with a proper setting and approaches.

Ordinarily a city is apt to realize its artistic possibilities only when it is too late and the opportunity has been lost, but Cleveland with unbounded faith and a deep conviction in its ultimate development was anxious to make every preparation for it.

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Fortunately it was about to build a City Hall, a County Court House, a Public Library and a Railway Station, and sites for these buildings had not yet been selected. Only the position and design of the Federal Building had been determined and it was desired that this building, of which I have the honor to be the architect, should be included in the group. This was our starting point.

We began our work by a series of meetings, which were arranged by Mr. Edward Roberts, our very efficient clerk. These meetings were for the purpose of consulting the public officials and the various boards and committees interested in the buildings to form the group. We discussed with them the needs and character of their individual projects, and after we had mastered their requirements we spent much time studying the topography of the land and considering the problem on the field.

We found that there had been a tendency to place the new buildings somewhere in the district between the Public Square and the Lake, using as much as possible of the Lake Front, and the Chamber of Commerce after giving the subject much thought had favored it. However, we seriously considered every other solution of the problem that we could think of and made careful studies of the various possibilities.

We finally decided that the most advantageous grouping and development would be obtained in the territory that the Chamber of Commerce had considered. As this property had been neglected and was only slightly developed it had the additional advantage of being inexpensive.

The main axis of the composition naturally ran North and South, and the secondary axis East and West along the Lake Front. We finally placed the main axis on a line with the centre of Wood Street and developed the Mall on each side of it.

To give absolute symmetry to the head of the Mall and to form an adequate and imposing termination, we provided a site for a Library, to be similar in size and character to the Federal Building.

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These two structures were too near each other to be dissimilar except in minor details and we intended them to be twin buildings alike in composition, treatment and scale.

We took for our inspiration the Place de la Concorde and recalled the two beautiful buildings with which we are all so familiar. Wood Street is about the same width as the Rue Royale, which separates Gabriel's masterpieces and we included in our report a photograph of them with other views of Paris.

The North end of the Mall was a subject of prolonged study and we finally placed the County Court House and City Hall in the positions they now occupy so that they balance each other. As they are so far apart, approximately 600 feet, it was not necessary for them to be identical in design like the Federal Building and the Library, only the general mass, height and treatment were to be the same, and the facades that now face the central axis will be seen to balance extremely well notwithstanding some difference in treatment and the fact that one has an Ionic order and the other Doric. Each one of these buildings is on the axis of an important street, the City Hall on that of Bond Street, the Court House on Ontario Street, so that good vistas of their central features are obtained from the South.

The position of the Railway Station presented serious difficulties. The building was so large and important in character that it had to be absolutely part of the group, or entirely out of it, and the practical difficulties of railway engineering strongly affected our decision. The curves on the West made it impossible to move the Station far enough in that direction to take it out of the boundaries of the Group Plan, and even if the grades on the East could have been overcome the Station would have to be moved too far in that direction to be entirely out of the composition. Accordingly, we finally placed it at the North end of the main axis, closing this end of the composition, somewhat as the great Court of Honor was treated in the Chicago Exposition of 1893.

The railroad to-day has practically replaced the highway

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and the Railway Station is the City Gate, the vestibule of the town. The visitor to the future Cleveland will arrive in an imposing building, and his first sight of the City will be a view of a great Civic Centre.

The co-operation of the railroads and the city that is becoming evident throughout the country is most gratifying. It is now understood that the railroads need the city just as much as the city needs the railroads, and on the other hand the city needs the railroads just as much as they need the city. It is absurd for one to be the declared enemy of the other.

We believed that the city should extend all necessary facilities for the railroads to carry on their business properly, but it can reasonably demand that this business be so conducted that the streets are not disfigured nor the beauty of the town destroyed.

In this case the station will express its dignified function as the City Gate and will add to the group an attractive monumental building, whose size and beauty will justify its commanding position.

Careful study was given to the proportion of width and length of spaces and treatment of detail of the scheme. On each side of the Mall next to the buildings a roadway is provided for local traffic and the two other and wider avenues lined with formal clipped trees are for general through traffic.

There were to be sidewalks on the outer edge and a gravel walk with seats and drinking fountains under the trees the whole length of the Mall. These virtually form a park where children can play in the shade and which we hoped would also be appreciated by adults.

The parking space between the inner rows of trees is treated simply, the central portion being depressed to form a sunken garden where statues and individual large trees alternate with each other.

The fountain at the South end of the Mall was intended to be rather a monumental structure and suggestions for its treatment were included in our report. This fountain, the

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two subordinate monuments on the axis of the main drive-ways and parterres of flowers, etc., were to furnish an attractive foreground for the Library and Federal Building, and they were designed to be the special features of a Court which is defined by the termination of the trees at the end of the Mall, giving the impression of a large open space.

We considered this Court an important feature of our scheme as it forms the immediate approach to the two buildings at the head of the Group, and with this in mind I restudied the northerly facade of the Federal Building, not only to make it as important as its Superior Street facade, but to make a front that could be successfully duplicated.

At the north of the Mall between the County Court House and City Hall the effect of an open square was secured by a rich treatment of gardens with space in the centre for a fountain or monument, and this in connection with the steps and terraces leading to the buildings was intended to give special character to this part of the plan without destroying its relation to the whole scheme.

On the Lake Front from what was then Erie to Seneca Street we developed a broad strip of parking and rows of trees, and we had in mind a masonry wall with columns to partly screen the smoke from the trains below and shut out from view the railroad yard with its activities.

We also indicated viaducts on the lines of Seneca and Erie Streets over the tracks which would lead to piers on the Lake Front, and a waterside park.

The development of the buildings on each side of the Mall was considered and we pointed out that some control of this property was most desirable, a consideration that is now of pressing importance and should receive immediate attention.

Some alternate schemes for the treatment of the railroad were shown but we realized that the solution of this problem was an extremely complicated one, and that many decisions would have to be reached before it could be studied intelligently. Accordingly, we stated in our report that whatever scheme might eventually be reached we recommended that

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the portion of our plan which included the Federal Building and the Library, and extended to the northern boundary of Summit Street, should be adopted, and that the treatment of the railroad, the embankment and land on the lower level, be a subject of future study.

Stopping for a moment to look back I recall the numerous meetings and discussions that the Commission held covering a period of years. All the points that I have mentioned were considered many times with the city officials. Our report was presented to Mayor Johnson and the Directors of Public Service on Aug. 17, 1903, and formally accepted by them for the city. On the following Sept. 15 we explained our plans at a monthly meeting of the Chamber of Commerce in this room, and we displayed a model of the Federal Building which I had made to study its detail and which clearly showed the type of architecture that we recommended for the entire group.

Probably the most popular service that our Commission rendered the city at this time was to report that \$7,000,000, the proposed cost of the County Court House, was excessive. After making careful calculations we found that the building need not cost more than half that amount and our recommendation was received with enthusiasm.

On June 18, 1902, the City Council had adopted a resolution which referred back to the act of the legislature that provided for the appointment of our Board by the Governor, and the second section reads as follows:

“Said Board, by the terms of said Law, shall have the supervision and control of the location of all public, municipal and county buildings to be erected upon ground acquired within the limits of said City, and shall have control of the size, height, style and general appearance of all such buildings for the purpose of securing in their location and erection the greatest degree of usefulness, safety and beauty; . . . ”

Accordingly, we were consulted not only about the design of the Court House and City Hall in which we made numer-

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ous modifications but also of many minor public buildings, schools, branch libraries, markets, bathhouses, etc., and projects such as the treatment of several miles of the Lake Front, the terminus of the high level bridge, and a proposed Lake Shore Boulevard. In fact we performed in part the function of an Art Commission to the City.

In June, 1907, a second edition of the report was published containing a statement of the progress made at that date.

Final plans for the Court House had been approved and preliminary drawings for the new City Hall had also been accepted by us.

The Federal Building was well under way. Substantial progress had been made in acquiring land for the Mall, and besides other parcels of property the city had secured the site for the Library, then the old city Hall, and considerable land on both sides of East Third Street.

There was a period in the history of the Group Plan when the progress of the work was interrupted by what seemed to us inexplicable legal obstructions, but after much loss of time these obstacles were removed.

Then there were suggestions, prompted by false economy, to make the Mall smaller and reduce the scale of the undertaking, but they were rejected by the City authorities. Of course, there was the inevitable proposition to substitute commercial skyscrapers for monumental buildings because they were cheaper and more practical, but happily it did not meet with favor and generally the public faith in the Group Plan remained unshaken.

The delays incidental to a great city enterprise were sometimes discouraging, and there were periods of depression due to postponements and inactivity, but on reflection the scheme has progressed as fast as could be expected. It is not wise to force a development of this kind, but on the contrary the growth both of the idea and the physical expansion of a city must be natural.

On the whole the civic pride of Cleveland has manifested

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itself splendidly. The Press has encouraged the labors of the Commission, and the Chamber of Commerce, always so efficient, has freely and continuously given us its assistance and support. The Group Plan is now an assured part of the City of Cleveland and is identified with its history. It has found a place in contemporary literature and no reference to the activities of the Sixth City is complete without a description of it.

Our Commission has strongly urged that granite be employed for all the buildings. The historic fight for the use of this enduring stone for the Federal Building was successfully made by the Chamber of Commerce, and it was a triumph that will not be soon forgotten. We believed that a noble material was essential and that the buildings should be of classic design and of the same scale.

It was of the first importance to maintain the cornice line of the principal buildings and the general mass and height of the buildings on the east and west of the Mall were to be the same and as uniform in design as possible. We also stated our belief that all the buildings erected by the City should have a distinguishing character, that it would be better to hold their design within certain lines, and that uniform architecture be maintained for each function that would make it recognizable at a glance.

In other words we urged the public authorities to set an example of simplicity, order, system and reserve. We made a plea for dignity and uniformity, believing that the "constructed picturesque" had no place in a great composition like this, and that symmetry and balance need not produce monotony. Also that the architectural value of these great buildings does not only lie in their immediate effect upon the beholder but much more in their permanent influence on all the future buildings of the city.

In designing the Group Plan we were not unmindful of the rest of the city. We had dreamed of a comprehensive plan, but the time had not yet come for its preparation. However, the group was always considered in connection

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with the City Plan and its expected development, and in our report we stated:

“It also seems to your commissioners that the out-lying parks, which are now being made about the City of Cleveland, and the other parks and squares within the City itself, should be developed with as much harmony as possible and that a study should be made with a view to utilizing the most important avenues connecting these parks, by making parkways of them as distinctive from the ordinary street, so that in traveling from one to another, there may always be some avenue of travel, not necessarily the shortest in distance, which will be attractive and agreeable, and afford recreation and pleasure to those traveling upon it. Your commissioners will take up the study of this problem with a view to suggesting some solution, but it did not seem best for them to make any more detailed suggestion at this time, until the main part of the scheme—the grouping of the buildings—was more definitely determined upon.”

The time for this study, and in fact the preparation of a complete City Plan, has undoubtedly arrived. In view of the rapid growth of Cleveland the necessity for its regulation and provision for a still greater development seems obvious.

In 1911 Mr. Frank B. Meade, and in 1912 Mr. Frederick Law Olmsted were appointed to fill vacancies on the Board, and our work has continued as I have described it. We have consulted with the authorities about many projects and have given our advice about numerous matters, some connected with the Group Plan and others entirely independent of it.

Our next task will be to prepare the working drawings for the entire scheme of landscaping and parking, and especially to design that portion of it affected by the Railroad Station.

Negotiations have been satisfactorily concluded between the city and the railroads and the sum that the railroads pay for the property they acquire and on which the Station

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will be built is to be expended in securing the remainder of the land needed for the Mall and in its development.

As you will see on the plan exhibited here the position of the Station has been changed as it has been found necessary for engineering reasons to place it further south than was first intended. The grade at this point has also been lowered and while this introduces a new complication it was agreed upon only after many conferences and discussions. The subject has been under consideration for many years and each step has received careful thought. The problem now before our Commission is a most difficult one. The Station must not only be a building worthy of its position, but it must meet the necessities of the railroads and from a practical point of view satisfy the wants of the people of Cleveland. It must be designed with reference to its surroundings and these surroundings must be designed in connection with the Station so that the forecourt or approach will form a harmonious part of the whole scheme.

All that portion of the plan shown in white must now be considered anew so that these demands may be met. The final drawings for the Station can not be made until our studies are complete. So far, the general scheme, or preliminary drawings only, have been approved.

The importance of careful design at this stage of the work cannot be too strongly emphasized. While our enthusiasm for the Group Plan is, if possible, greater than ever, we realize the extreme difficulty of making architecture, sculpture and landscaping harmonize so as to form a consistent and beautiful composition and to secure successfully the effect indicated in the original design.

In these days of accentuated individualism the majority of our cities present a restless appearance and an air of incompleteness.

Our homes must express our personal taste and our individual preferences.

Fine residences grouped in a single facade like a small palace, such as we see in some of the London Squares, or in

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Dublin or Edinburg, do not find favor with us. Each unit stands alone and declines to acknowledge any relation to its neighbors.

In the turmoil of city life the clash of commercial interests, the fierce competition, the struggle for supremacy, have made our business streets ugly and chaotic.

Buildings quarrel with each other, each trying to overtop and outdo its neighbor. To be more conspicuous is thought to be more successful. Our streets become crowded to the point of danger and intersections of important thoroughfares become centres of congestion.

Many of our cities suggest some of the cubist—or post-impressionist—or super-impressionist pictures that one sees, an extra number of arms and legs but no recognizable head. So we find miles of streets extending in all directions but with no distinctive features or evidence of individuality.

The Civic Centre is where the city speaks to us, where it asserts itself. Here the streets meet and agree to submit to regulation. They resolve themselves into some regular form, the buildings stop swearing at each other, competition is forgotten, individuals are no longer rivals—they are all citizens.

Petty struggles for prominence, small successes and failures disappear. Here the citizens assume their rights and duties and here civic pride is born.

The City of Cleveland, always public spirited and progressive, will not stop short of the full achievement of its dream, a great Civic Centre and comprehensive plan to guide its future triumphant development.

CLEVELAND'S ACHIEVEMENTS IN CITY PLANNING

LAWSON PURDY

President, Department Taxes and Assessments, New York City

When I speak of the achievements and needs of Cleveland, I do so because I have been asked to use Cleveland as a text for the country. We have here men from many states. Cleveland may have something, and I know has, to teach them. Some things that Cleveland needs are needed in all the states of the Union, and those needs may then be a text for other states and cities.

It is a matter of regret to me that in many years of talking to various people on financial questions, I have never been able to give a public impression of the human interest behind finance. My audiences have been small; it is only now and then that I have the good fortune to have an audience gathered for me by other men, where I have the chance to address an audience like this.

But behind money, to any one who has lived with the affairs of a city year after year, there always appear the men and women who contribute the money. Mistakes in finance are embodied to us in flesh and blood. The errors come up before us often in the actual tears of those who have lost sometimes their all, because of city blunders, because of law that has not fairly safeguarded the rights of citizens.

One of the first and great achievements that I have to speak of to-night, of Cleveland, I hold in my hand. There is the charter of the city of Cleveland, about sixty-five pages, large type, small size. The city of New York has about ten times the population of Cleveland, and in various other ways we can translate Cleveland into New

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York by multiplication by ten. I hesitate to say how many times I must multiply the volume of the Cleveland charter to interpret it into the charter of the city of New York. With some parts of the charter of the city of New York I am somewhat familiar; with all of the charter of the city of New York I believe that no man can claim familiarity. That, then, is an achievement.

Now, of that charter there are certain provisions relating to the obtaining of money for public needs, with which I have had to do in my own city, and out of the provisions in the New York charter I have seen much suffering come, in spite of the fact that the provisions of the New York charter relating to assessments for local improvements, as we call them, or, as you call them here, special assessments, have very much to commend. There are certain points in this Cleveland charter, however, that I believe will be approved in many cities, and that, had we possessed them, would have saved much loss and suffering and much money to the city of New York. I ought to have written an address for you so that I could have put concisely what I have to say this evening, and in a more orderly fashion than I can present it to you without notes. That is something, however, that I could not do. I am not able—whatever other men may be able to do, I am not able to read statutes and from that reading find out what happens.

I arrived in Cleveland this morning. I called at the City Hall. I had in mind that I would start with the Law Department, and from there be directed to the man who knows what happens. In the city of New York I can send you to men who have served the city for many years, often unknown to their fellow citizens, often better known to citizens of other cities, who know what happens, and who many times are largely responsible for the law as it is. They are men who have seen the law grow, and have been the moving spirits behind the law as it took its present form. And this morning I had the good fortune, here in Cleveland, to go up in the elevator in the City Hall, and to see a sign right

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in front of my eyes, on the third floor, "Special Assessments." I said, "That is the place." I went in and met the Director of Finance, who very kindly gave me time and called in a man who has served the city of Cleveland these many years, and knew all about what happens in the case of special assessments. I know that he knows, because for ten years I have sat on a board that reviews special assessments, and I put him through something of a civil service examination, in order that I might extract the information that would give me my text for to-night. He came right up to the mark and told me everything. I can't tell it all to you, but I can tell you part of it.

The difference between what Cleveland does when it pays for everything that is in a street, the regulating, the grading, the sewerage, the paving, and what New York does, is this: New York decides that certain improvements shall be made in certain streets. After certain formalities, designed to give the people of the locality that will pay the bill a chance to say whether the street shall be sewered or shall be paved or not—after those formalities are gone through, the Board says there shall be a sewer or a pavement, or the street shall be regulated and graded. Contracts are let. The work is finished. The bill is determined; it is sent to the Board of Assessors to levy an assessment to pay that bill. Most of the people who have the bills to pay then discover for the first time that there is a bill to pay, and then trouble begins. It is too late to prevent an improvement that ought not to have been made so soon; too late to decide that the improvement might better have been made some other way; too late to determine that it was not proper to pay the bill, that the people were not benefited to the amount of the bill. I am telling you of the exceptional cases; that is not the rule, usually it works out well. There are exceptions that are prevented in Cleveland.

Now, what does Cleveland do? Cleveland says, "Let us pave the street." A resolution is presented to the Council. The Council adopts a resolution that the street shall be

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paved—if. Then the proper authorities find out how much it will cost to do the work. The Council says, "Proceed and levy an assessment." The assessment is levied on all the property that is to pay the bill, in proportion to the proper share of each parcel. Notice is served personally upon every owner of property, if that can be done, and it usually is done. If it cannot be done, notice is published. Then a hearing is afforded to the persons who have to pay the bill, not only on whether the street shall be paved or some other thing shall be done to the street, but also whether it shall be done now and they shall pay just so many dollars and cents as their share for it. And they have a hearing. A time is set for it, and they have a chance to express their opinion, and if it is negative, the Council can stop the proceeding before a dollar is spent. If there are objections, the objections can be met before the money is spent. If changes ought to be made, the changes can be made before the mistake arises. We will say it ought to be done. The objections are smoothed out. The Council confirms, or rather the Board of Revision, to whom is referred this proposed assessment, confirms it. Only then are contracts let for doing the work. Before there is a bill to pay, usually, an assessment is paid. The assessments usually are paid in five years, two installments each year, collected with the taxes, at the time most convenient for the persons who pay. As to some improvements interest is charged, as to others interest is not charged. The city obtains four-fifths of the money, the part that is not paid in at once, by the sale of bonds issued in anticipation of the collection of the assessment. These bonds do not count against the debt limit. When the work is done and the exact bill is known, there is usually a little surplus. The surplus is redistributed back to the persons who paid; they have a short time within which to claim the surplus. If they do not claim it, and they never claim all of it, I believe, that amount goes into a fund which the city holds apart for the purpose of correcting mistakes that will arise from time to time. The City Treasury, as

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such, has never paid a dollar and never loses a dollar. The fund raised by the assessment bonds is made good as the assessments are paid, and a little surplus arises out of the transaction.

Whether we can change our methods in the city of New York which we have pursued for these many years, in a way so radical as this, I doubt. The lesson of Cleveland, however, has very much to commend it, to many cities in many states.

Only a little while ago there came before one of the Boards of which I am a member, an assessment for the regulating of a street. There appeared before us a man who had put all the savings of thirty years of professional life into lots bisected by a street. The person who sold the lots to him obtained an award for the land taken for the street, and went away with it. That man had already paid in assessments more than the land is now worth, and further assessments that were to come would amount to as much more. If we had pursued the Cleveland plan, that would not have happened. A little while ago a complaint to the Mayor came to me, of a woman who owned a lot in the Borough of Queens. We assessed the lot for taxation at \$500.00; no great sum, you will say, but the correspondence that I had with the lady developed that if she had anything beyond this lot it was very little. The assessment in a certain proceeding, against her lot, was a trifle over \$1,000.00. That happened in a street opening proceeding, which is somewhat different from the character of the proceedings I have been describing, but the principle of it remains the same. When you can call to mind not two but hundreds of cases like that, do you wonder that I say that behind these financial operations of cities, one who knows can see the men and women, and that just as much of thought and care should be exercised in how we get our money as in how we spend it? If we could only get people, who are not at the moment paying, to be interested in these cases as they may be interested in some work of

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fiction not half so appealing in heart interest, the number of hard cases that could be smoothed out would be increased many fold.

Cleveland is to be congratulated on another achievement. In New York we have struggled for these many years to obtain for the cities of the state what we call Home Rule. If you cross-examine those most familiar with the subject in the state of New York, you will very rarely find two who will give you the same definition. I am not an expert on the subject. I have long had a hazy idea that the principle desired might be expressed in short phrases. I find that you have a charter of that size (indicating pamphlet), and that this is your Home Rule section from the Constitution:

“Municipalities shall have authority to exercise all powers of local government and to adopt and enforce within their limits such local police, sanitary and other similar regulations, as are not in conflict with general laws.”

That looks very much to me like another achievement for Cleveland.

Cleveland is in a financial position with reference to annual income that to one from the city of New York is very striking. There are other cities in other states that are forced to proceed with similar limitations. How Cleveland achieves so much I can only in part explain, when Cleveland's income is so small. One answer is that until very recently Cleveland borrowed the money and did not provide for its repayment. That is not to say that Cleveland is bankrupt, far from it—Cleveland will pay some day. I was asked whether the city of New York had not done likewise. Our newspapers in the city of New York find much space for all our shortcomings, in proportion to the space they find for our excellencies; hence the impression too often conveyed to those of other cities and states that New York's condition is very sad indeed. We have our troubles; they are not as black as they are painted. We never have, so far as I know, in fifty years at least, incurred a debt without setting aside annually a sum sufficient to pay the interest and to pay the debt when it

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matured. We do not refund our debts. We have been urged to issue serial bonds. The city of New York does not need that device in order to be compelled to set aside a sum sufficient to pay its debts when due. Some do need that device; to those I commend it. It is a simple and convenient method, but as I speak of it here, I suggest that the ordinary plea for the serial bond is not well founded. People say \$10,000,000.-00, ten years; you raise a sinking fund and you pay interest on the whole \$10,000,000.00 for ten years at four per cent. That would be four million dollars. If you pay off a million a year and pay four per cent., you don't pay so large a sum in the aggregate, and so they say you save money. You do not pay so much in the aggregate. If it were your own personal concern, you wouldn't say you were saving any money. You are paying your debt sooner, that is all.

Now, the ordinary serial bond is just the thing I have described to you—\$10,000,000.00, ten years, \$1,000,000.00 a year and interest. That puts the burden on this year and next year. If you like it, all right, but face it. A proper serial bond plan would be so to arrange the payments that the payments of principal should be small in amount in the first, second and earlier years, and large in the later years. The payments should be a level sum for principal and interest added together, the same amount each year for the life of the bonds, and then the bonds are paid. It is a matter for an actuary to figure out. It is a comparatively simple sum how much that amount should be. Personally I do not think it is fair to this generation to put upon them an undue proportion of money expended for improvements which will be here for many years to come. On the other hand, far be it from me to recommend anywhere that perishable improvements that will be gone in a few years should be paid for with borrowed money. If the life of an improvement be five years or less, it is properly an operating charge, and should be paid out of your tax levy. If, however, you are paying money for such a great improvement as your Group Plan, that will be with you for a thousand years and will enhance the value of sur-

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rounding property, that will be here when Cleveland is twice its present size, when the tax duplicate, as you call it in Ohio, is twice as large, why put that burden too heavily on to-day, why not let to-morrow pay part of its own bill?

So the Massachusetts plan is highly commendable. That is nailed down in the Massachusetts statute, that different improvements shall be paid for with bonds running different terms, proportioned to the expected life of that for which they pay, always less in years than the probable life of that for which they pay.

I didn't mean to digress so much about bonds. It seems to me that Cleveland, facing the need for great improvements, the need to amortize that debt that has been incurred in the past, which will be refunded when it falls due—and you can't keep on refunding, some day you will have to pay—will have to do considerable financial planning. Cleveland is going along on less than five mills in tax rate on, I am told, an assessment of nearly the full value, perhaps I should say quite full value. That is a very small income for a city like this, and it is inadequate to meet all its needs, without amortizing its old debt incurred prior to 1913 or 1911. Perhaps Cleveland can't obtain a modification of the Smith law that holds it down in this fashion. Let me say in regard to that particular limitation, and there may be limitations like it in many cities throughout the country, there is one point in it that certainly is wrong, whether the amount is too low or ought to be higher or not, and that is that the expenditures of the city, including interest and amortization charges for debt, are limited to a certain rate per cent. The limitation should not apply to interest and principal of debt. Now, I am not saying what the rate should be, that is a matter for local consideration and discussion everywhere, but whatever it is, the amortization and interest should be in excess of the limit, and then the amount that may be borrowed should properly be limited, and the city incurs no danger of spending more than it should.

Cleveland has another achievement. A few years ago it

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obtained the power of excess condemnation. We started an effort to get that in the state of New York, for the city of New York, about 1908. We accomplished our result this year. We had it last year, but by accident it went almost before it came. One law was repealed by another law without anyone intending that it should be. Most people didn't find it out, fortunately, and so we put it back on the statute books this year. The need for the power of excess condemnation was brought home to me by my work as an assessor and as a member of a Board to sit in review of assessments for local improvements. Again and again, when some street was widened or another street was cut through to develop a section of the city, little pieces of property were left adjoining the widened street or the opened street, that were of no use to any one. They shut off the proper development of the street; they cut down the value of the land that was left. The little pieces had no value in themselves, but the value of holding up other neighboring parcels. I can show you streets in New York that were widened twenty-three years ago, and where there are little slices and slivers and ends left still, that all these twenty-three years have not been able to absorb and straighten out. And so I say in Cleveland it is a great achievement that you have the power of excess condemnation; and when you cut through these streets that you plan to cut, if you shall ratify this bond issue of three and a half million dollars to be submitted to the people of the city of Cleveland in August for doing the thing that Mr. Olmsted described a few minutes ago, of making thoroughfares of dead-end streets, if you can use excess condemnation with other monies, from whatever source they come, you will recoup part of your cost; but even if you don't recoup your cost, you get two incidental advantages worth more than any possible saving of money, worth so much that you could well afford to do the thing, that is, take the excess land, even if it was going to cost you money to do it. You can lay out lots of appropriate size and shape for the development of the widened or opened thoroughfare. You can sell them with ap-

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propriate restrictions, so that you will enhance the utility and value of all the land along that thoroughfare, and leave behind beauty, which is always the accompaniment of money advantageously expended.

In New York we have had to be mighty careful when we have urged excess condemnation, when we have urged various reforms as we see them, when we have urged upon the legislature to give us the power to district the city for height and use and area. We have had to be very careful not to say we are doing this to make our city beautiful. And as I have put a curb upon my tongue for these things we have been working for, I have come to see, that, after all, beauty is not the end, but if you will obtain the highest utility for all your people, beauty comes as a by-product, naturally and surely.

Here in Cleveland it seems to me the greatest achievement you have to hold up before the United States is this—for lo! these many years it has seemed to us at a distance from Cleveland that whenever Cleveland was spoken of there was a thought that rose of care for people, that the city of Cleveland was a city of service for the people. For sometimes we exaggerate the idea that a city government is to be measured solely by the efficiency of its administration and the economy of its operation. Efficiency and economy are means to ends; they are not ends. What is the end? The end that Cleveland has shown, that the city exists, not for the city corporation; the city exists for the people who live in it, that those people may learn to be themselves better citizens, more useful and more happy, bigger men and women.

THE AUTOMOBILE AND THE CITY PLAN

NELSON P. LEWIS

Chief Engineer of the Board of Estimate and Apportionment of New York City

In developing a city plan to meet not only existing conditions but those which may arise in the future, it must be borne in mind that there is no one thing that will more powerfully affect such a plan than the change of conditions brought about by improved methods of getting from one part of the city to another. Transit which is really rapid will be supplied by railroads placed below or above the surface of the streets or on their own rights-of-way. Upon the facilities provided by such transit lines will depend the direction of the city's growth and the rapidity of such growth. With the development of rapid transit facilities will come a corresponding increase in business and a need of facilities for local or short distance travel which will be supplied by railway lines operating on the street surface and by omnibuses or free-wheel conveyances using the public streets. While it might be thought that an increase in one kind of traffic would be at the expense of another kind, this does not appear to be the case. The development of a really rapid transit system appears to increase rather than decrease short haul traffic. Ample provision for moving people through the streets of a city by public conveyances appears to stimulate the use of privately owned and operated vehicles. These latter are devoted chiefly to pleasure traffic, which will endeavor to avoid the crowded streets where possible, but which frequently must pass through them to reach roads where movement is more free or to gain access to the suburbs or the open country. The increase in the number of passengers carried by the local transportation companies in New York from 1910 to 1915, is

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indicated by the following data supplied by the Public Service Commission:

| | 1910 | 1915 | Increase |
|---------------------|--------------------------|--------------------------|----------|
| Elevated railroads, | 456,320,081 | 484,328,414 | 6.14% |
| Subways, | 311,802,094 ¹ | 404,552,163 ¹ | 29.75% |
| Street surface | | | |
| railroads, | 763,140,739 | 918,752,149 | 20.38% |
| Omnibus, | 6,305,175 | 14,050,471 | 122.84% |

The increase from 1903 to 1913 in the number of passengers carried by the transportation companies of London, exclusive of the trunk line railways, as given in the report of the London Traffic Branch of the Board of Trade, was:

| | |
|-------------------------------|--------|
| By underground railways..... | 50.1% |
| “ surface “ | 102.2% |
| “ omnibuses..... | 91.9% |
| Total number of journeys..... | 68.3% |

although during this period the increase in the population of Greater London was only 9%. The striking feature of the London statistics is that of the 91.9% increase in the number of passengers carried by omnibuses, 60.7% took place from 1910 to 1912, the period during which the substitution of motor for horse-drawn buses was most conspicuous, while the increase during the year from 1911 to 1912 was 151,000,-000 passengers, or 37%. During this time there was an actual decrease in the total number of omnibuses operated. In 1903 3,636 omnibuses were licensed, of which only 13 were mechanically propelled, while in 1912 the total number licensed had decreased to 3,284, of which 2,908 were motor driven, and in the spring of 1914, the last of the horse-drawn buses was withdrawn, and the number of those mechanically driven had reached more than 3,000. Although the number of passengers carried by surface railways shows an increase of 102.2 per cent. from 1903 to 1913, it must be remembered that during this period the surface railway lines of London were being rapidly developed, but it is said that these lines

¹Includes passengers carried by Hudson & Manhattan R. R. Co., amounting to 42,839,979 in 1910 and 58,966,414 in 1915.

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which are operated by the London County Council are scarcely making expenses and are having a hard struggle for existence while the shares of the London General Omnibus Company, which were worth 18 pounds in December, 1909, had risen in value to 400 pounds in June, 1912.

While there has been an enormous increase in the number of passengers carried by motor omnibuses, this, owing to their greater speed and capacity, has been accomplished with a smaller number of vehicles, and yet there has been a striking increase in the number of busses passing certain points. A traffic census shows that in Oxford Street there were 1,000 more busses in 12 hours in 1913 than in 1912, while in a single hour between 6:00 and 7:00 P. M., 576 of these vehicles passed as compared with 462 in 1912, or an average of one every $12\frac{1}{2}$ seconds in each direction as compared with one every $15\frac{1}{2}$ seconds in 1912. Again, in Piccadilly, where the increase in the total number of omnibuses passing in 12 hours was found to be about the same as in Oxford Street, the interval between busses in each direction between 6:00 and 7:00 P. M. was reduced from $25\frac{1}{2}$ seconds to 18 seconds.

Notwithstanding the great increase in the amount of vehicular traffic in the streets of London, the total number of vehicles licensed by the Metropolitan Police has remained almost constant, the number of such licenses issued each year from 1903 to 1912, inclusive, being given by the London Traffic Branch of the Board of Trade as follows:

| Year | Cabs | | Omnibuses | | Tramway Cars | | Total |
|------|--------|-------|-----------|-------|--------------|----------|--------|
| | Horse | Motor | Horse | Motor | Horse | Electric | |
| 1903 | 11,404 | 1 | 3,623 | 13 | 1,143 | 576 | 16,760 |
| 1904 | 11,057 | 2 | 3,551 | 31 | 928 | 810 | 16,379 |
| 1905 | 10,931 | 19 | 3,484 | 241 | 786 | 1,124 | 16,585 |
| 1906 | 10,492 | 96 | 2,964 | 783 | 905 | 1,396 | 16,636 |
| 1907 | 9,818 | 723 | 2,557 | 1,205 | 404 | 1,768 | 16,475 |
| 1908 | 8,475 | 2,805 | 2,155 | 1,133 | 323 | 2,003 | 16,894 |
| 1909 | 6,562 | 3,956 | 1,771 | 1,180 | 239 | 2,198 | 15,906 |
| 1910 | 4,724 | 6,397 | 1,103 | 1,200 | 120 | 2,411 | 15,955 |
| 1911 | 3,347 | 7,626 | 786 | 1,962 | 90 | 2,665 | 16,476 |
| 1912 | 2,385 | 7,969 | 376 | 2,908 | 60 | 2,919 | 16,557 |

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It will be seen that, while during this period the number of horse-drawn cabs decreased from 11,404 to 2,385, the number of motor cabs increased from a single pioneer in 1903 to 7,969 in 1912. From 1907 to 1910 there was an actual decrease in the number of motor omnibuses, owing, doubtless, to some mechanical difficulty which had not been satisfactorily solved, but from then on the increase in their number was very rapid. In 1912 the total number of vehicles operated actually was 203 less than in 1903, this fact alone indicating the greater capacity of motor vehicles, owing to their higher speed and greater flexibility. There has been an extraordinary increase in the number of vehicles passing certain points in all great cities. At Hyde Park Corner in London a traffic census showed not less than 41,000 passing in 12 hours, and of these 65 per cent. were motor driven.

While the increase in the number of passengers carried in public conveyances thus far appears to have been cared for by the greater speed and capacity of the vehicles, it is not reasonable to suppose that such speed and capacity can be further increased to such a degree as to care for the natural growth of traffic, which appears to be limited only by the facilities which are available. To meet further demands it will doubtless be necessary to increase the number of vehicles, and that means a further tax upon the street capacity.

Consideration thus far has been given only to public conveyances for the accommodation of passengers. In addition to these the great increase in the number of motor vehicles for private use and pleasure traffic must be taken into account. In the New York District, which, in addition to the City of New York, includes the counties of Nassau, Suffolk, Westchester, Rockland and Putnam, 99,334 motor vehicles were registered in 1915, these not including 1,160 which were registered by dealers and those which are exempt. Of the total number first given 86 per cent. were pleasure and 14 per cent. commercial vehicles. During the first three months of the season of 1916, from February 1

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to April 30, the registration of pleasure vehicles reached 90 per cent. of the total for 1915, while that of commercial vehicles exceeded the total for the preceding year by nearly 9 per cent. There is good reason to believe, therefore, that the number of motor vehicles using the highways of this district during the present year will greatly exceed that of the preceding year.

The motor vehicle for private use and for pleasure traffic and the commercial truck present two entirely different classes of problems and must be considered separately. In the case of vehicles devoted to pleasure traffic the higher speed and the enormous increase in their number involve questions of safety in the public streets and of traffic control, the purpose of the latter being, as expressed by the London Traffic Branch of the Board of Trade in its report for 1913, "to pass, by artificial regulation, through existing streets of inadequate capacity with safety to both passengers and pedestrians a larger volume of traffic than the streets would accommodate were the movement of vehicles and pedestrians left uncontrolled." This subject of traffic regulation will be covered by another paper. The number of private pleasure vehicles left standing in the streets is far greater than was the case with horse-drawn vehicles. The motor car needs no hitching and will stay where left and it is not an uncommon sight to see the entire space along the curb occupied by motor cars for hours at a time. There is need of provision for regulations governing the parking of such cars. If they stand in a line parallel with the curb and immediately adjacent to it, it is impossible for a particular car to leave its position unless there is sufficient space between them to allow them to turn out. If they are placed at right angles to the curb, the space occupied by them is so great as seriously to decrease the roadway capacity. If placed in a position at an acute angle with the curb, it is possible for an individual car to leave its position, but the width of roadway occupied is approximately the same as in the right angle position, while the storage capacity of the

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street is considerably decreased. From observations made in New York it was found that the average width of the space occupied by automobiles of this class standing parallel with the curb was 6'6", with a maximum of 7'3"; that the same kind of vehicles standing at right angles to the curb occupied a little more than 14 feet of the roadway width, and, when standing at an angle of 45 degrees, headed outward, the space occupied was about the same. Where the roadways are sufficiently wide, as in Broad Street, Philadelphia, and many of the streets in Washington and some of the cities of the Middle West, where such streets are not occupied by surface railway tracks, the automobiles are parked in the middle of the roadway in a position at right angles to the curb, this permitting any vehicle to leave its position without interference. In some cities this space in the centre of the roadway is divided into rectangles by lines painted on the pavement, any vehicle being expected to occupy and confine itself to any one of these rectangular spaces which may be vacant. It is evident that, while motor cars are in motion, their shorter length and greater speed will require less roadway area than the same number of horse-drawn vehicles, but, when standing, whether along the curb or parallel therewith, at an angle to the curb or in the centre of the street, the space required for their accommodation will be greater in view of the fact that the number of them so left in the streets is much greater and is increasing at an extraordinary rate. In some cities motor cars are parked along one side of a street, the opposite side and the central portion being left free for moving traffic. This would be obviously unfair in the case of a street devoted to shops or certain other kinds of business, as the space next to the curb on one side would be so obstructed that vehicles could not approach it. At railway terminals, large hotels, high-class places of amusement and shops the number of standing cars is so great that the available roadway is very much restricted, and in some cases special provision has been made for their accommodation beneath the street sur-

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face. Most of the modern railway terminals have made provision for standing cabs within the lines of the buildings, and at the Grand Central Terminal in New York space under the adjoining streets has been rented from the city in order to provide space in addition to that set aside for the purpose on the railroad property.

The assignment and regulation of public cabstands has been a troublesome question in many cities. Hotels have frequently let the space in front of them for this purpose, thus deriving a very substantial revenue from the rental of a portion of the public street to which they have no right whatever, except that of access enjoyed by every abutting owner. The hotels claimed that their purpose was the protection both of their guests and of the owners of the cabs, the hotel management becoming responsible to the former for the character of the service and the prevention of illegal charges, and to the latter for the collection of their fares, and that they could not exercise proper control in the absence of some contractual relation between them and the cab owners.

Practically all of the privately owned motor cars and the motor cabs have the standard gauge of $56\frac{1}{2}$ inches, corresponding with that of street railways and horse-drawn vehicles of the same class, so that the problem created by their presence in the streets is simply that due to their constantly increasing number. That problem is gradually solving itself. When most of our city streets were badly paved and only a few of the chief thoroughfares had street surfaces over which one could ride in comfort, there was serious congestion on these few streets. With better pavements the traffic is becoming more diffused. The driver of the motor car naturally selects the more attractive streets. The more attention that is given to street details, the better the character of the buildings fronting upon the streets, the more general introduction of trees and shrubbery—all of which are receiving the attention of progressive real estate developers and those engaged in city planning work—the

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less will be the concentration of motor car pleasure traffic on certain streets. It must be admitted that there is in most towns a great surplusage of paved street surface. The trouble is that it is not well distributed. Many streets devoted entirely to residences have paved roadways from 30 to 40 feet and more in width when their actual needs would be served by paved roadways a third less in width, and there would still be ample room for what is sometimes called "alien" traffic or traffic the origin and destination of which is elsewhere than along the particular street. As, therefore, our city streets become better paved and more attractive and as the passage from one street to another is made easy by good connections and the avoidance of too abrupt turns and offsets, the motor car will be more and more disposed to follow the lines of least resistance and streets which are more attractive, even if it involves a somewhat greater distance. The problem of the motor vehicle in its relation to the city plan is the avoidance of congestion due to concentration of traffic on certain streets and the congestion and confusion which will result from mixed traffic or the presence on the same street of vehicles of different sizes and speeds. The tendency towards centralization has presented a number of serious problems. The garden city movement and the efforts to control the height, arrangement and use of buildings are protests against this tendency and will, if successful, do much to solve the problem of traffic congestion, more particularly the trouble due to mixed traffic. A mere statement of the number of vehicles passing through a given street does not give an adequate idea of the resulting congestion. Some offer far more obstruction to traffic than others, depending upon their size, speed and flexibility, while the roadway capacity may be such as to cause or prevent congestion. While enumeration is obviously the first step in a traffic census which will determine the amount of congestion, the other factors just named must be given proper consideration before the degree of congestion can be determined. For purposes of comparison

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some common standard should be used, and this should be the same in different parts of the city, in different cities, and even in different countries. An attempt has been made at such standardization in London, and, while it may not be the best and most rational that could be devised, its adoption marks a distinct advance over the individual and unrelated methods which have generally prevailed. In working out this standard it was realized that, while the width of the roadway is constant and can be accurately measured and while the size of vehicles can be quite closely determined by the observer, estimates of speed may vary and the actual speed will depend upon the amount of congestion, but an experienced observer will be able to estimate it closely. The remaining factor, flexibility, is largely a matter of judgment, and the same observer may in the hasty conclusion required in taking a traffic census, attribute different degrees of flexibility to the same vehicle at different times and under different circumstances. As a result of calculation verified by extended observation the degree of obstruction assigned to different vehicles in London is that given by the following table:

| Trade Vehicles | | Passenger Vehicles | |
|---------------------|---------------|------------------------|----|
| 1 Horse (fast)..... | 3 | Electric Trams..... | 10 |
| 1 Horse (slow)..... | 7 | Omnibuses (horse)..... | 5 |
| 2 Horse (fast)..... | 4 | Omnibuses (motor)..... | 3 |
| 2 Horse (slow)..... | 10 | Cabs (horse)..... | 2 |
| Motor (fast)..... | 2 | Cabs (motor)..... | 1 |
| Motor (slow)..... | 5 | Carriages (horse)..... | 2 |
| Barrows..... | 6 | Carriages (motor)..... | 1 |
| Cycles..... | $\frac{1}{2}$ | | |

Under such a system of estimating traffic density an increase in the number of vehicles may be more than compromised for by a change in motive power with increasing speed and flexibility. It will be seen from the table that two motor cabs are estimated to offer no more obstruction to traffic than one horse-drawn cab, five motor omnibuses no more

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than three drawn by horses, and seven fast motor trade vehicles no more than two slow one-horse vehicles of the same class.

Mixed traffic not only causes delays but is a fruitful cause of accidents. Statistics obtained from different sources believed to be reliable show that in 1911 the fatal accidents per 100,000 population in the six cities of the world having over 2,000,000 population was as follows:

| | |
|-------------------------------------|-------|
| London (Metropolitan District)..... | 6.18 |
| New York..... | 8.87 |
| Paris..... | 8.54 |
| Chicago..... | 10.43 |
| Berlin..... | 6.80 |
| Vienna..... | 2.97 |

While the streets of Vienna are much safer than those of any of the other great cities, the risk of accident is greatest in Chicago, with New York second, and Paris is very little behind New York in the list. It is interesting to note the kind of vehicles to which these fatal accidents are chargeable in the different cities. In New York, Berlin and Vienna the greatest number of fatalities was due to horse-drawn vehicles, the proportion to the total being respectively 40, 37 and 47 per cent. Motor cars and cabs exacted the greatest toll of death in London, with 36 per cent. of the total, while in Chicago the greatest number was due to surface railway cars, which caused 41 per cent. of the total number of fatal accidents in that city. Motor omnibuses, dangers from which in London have so frequently been commented upon, were third in the list of fatal accidents in that city, being responsible for 26 per cent., while horse-drawn vehicles caused 32 per cent. In Berlin, with much fewer omnibuses, 5 per cent. of the fatalities were charged to them. Too much significance should not be attached to these figures in the absence of definite information as to the relative number of vehicles of the different classes in each city.

If the statements and deductions of the writer are accepted, it also will be agreed that the problem of the motor vehicle

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is that involved in its commercial use. While commercial motor vehicles have not superseded those drawn by horses to the same extent as has been the case with pleasure vehicles, the development of the motor truck during the last year or two has been very notable, and there is every reason to believe that it has only begun. The number of companies manufacturing such vehicles, as indicated by the review published in "Commercial Vehicles" early in the present year, is 221, and it is estimated that the production for the year will be more than 75,000 trucks. While many of these are small and are designed to carry loads of less than two tons, a number of them have a carrying capacity of more than 4 or 5 tons, and it is difficult to predict what will be the economical limit of such loads. So far as the obstruction of traffic is concerned, the small commercial vehicles present the same problems as do those designed for pleasure traffic, but in the case of the truck of large capacity an entirely different set of problems is presented, these being:

Damage to pavements by reason of excessive wheel loads.

Obstruction to traffic by reason of low speeds.

Occupation of an undue proportion of the street owing to their constantly increasing dimensions.

These are the problems that chiefly concern us in the consideration of our subject. We cannot plan intelligently for the future unless we can foresee the conditions with which we will have to deal; we cannot design our city streets unless we know the demands which will be made upon them both as to space and sustaining power. An effort has been made to secure from some of the principal manufacturers and organizations concerned in the design and sale of motor trucks information as to the present practice and expressions of opinion as to the economical limits of their size, weight, speed and loads. In using this information the writer will not identify any of them by name, although he takes this opportunity of expressing his appreciation of their kindness in supplying information as well as that of the Secretary of the Conference in assisting him in its collection. Of the 221

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manufacturers in this country producing commercial vehicles at the beginning of the present year 1933 confine themselves to those of less than 3 tons capacity, and for reasons already indicated these will not be considered in the following analysis.

First, let us try and determine the tendency to decrease or increase the maximum capacity. Of the 88 makers now offering trucks of more than 3 tons capacity, 58 have made no change in maximum capacity in their models for 1916, the number of manufacturers and the maximum in each case being:

| Number of Manufacturers | Maximum Capacity of Truck Offered |
|-------------------------|-----------------------------------|
| 11 | 3 |
| 9 | 3½ |
| 5 | 4 |
| 19 | 5 |
| 9 | 6 |
| 1 | 6½ |
| 1 | 7 |
| 3 | 7½ |
| — | |
| 58 | |

Twelve makers have this year increased the maximum capacity of their trucks as follows:—

| 1 from 2 | tons to 3 | tons |
|----------|-----------|------|
| 4 " 2 | " " 3½ | " |
| 1 " 2 | " " 6 | " |
| 1 " 3 | " " 5 | " |
| 1 " 3½ | " " 5 | " |
| 3 " 4 | " " 5 | " |
| 1 " 5 | " " 6 | " |
| — | | |
| 12 | | |

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Six manufacturers have decreased the maximum capacity of truck offered:—

| | | |
|---|------------------|-----------------------------|
| 1 | from 4 | tons to $3\frac{1}{2}$ tons |
| 3 | " 5 | " " $3\frac{1}{2}$ " |
| 1 | " 6 | " "4 " |
| 1 | " $7\frac{1}{2}$ | " "5 " |

6

There are twelve makers who are newcomers in the field this year, the greatest capacity of truck offered by them being:—

| | | |
|------------|------------------|------|
| In 3 cases | 3 | tons |
| " 6 | " $3\frac{1}{2}$ | " |
| " 2 | " 5 | " |
| " 1 case | 6 | " |

12

The popularity of the $3\frac{1}{2}$ ton and the 5 ton trucks is quite noticeable. In the case of the $3\frac{1}{2}$ ton unit, nine makers continue them, four have increased and four have decreased to them, while six of the newcomers have adopted this size as their maximum. In the case of the 5 ton trucks nineteen makers hold them, five have increased and one decreased to them, and two of the newcomers have made them their maximum size. Six of the largest makers of motor trucks, one organization dealing with the technical problems of their design and one devoting itself to the promotion of their use, have expressed their opinions as to the probable economic limits of weight of car, load capacity and load on rear axle. The maximum weight of car is estimated at from 10,000 to 12,000 lbs., the load capacity at from 10,000 to 16,000 lbs., and the load carried on the rear axle at from 16,750 to 24,000 lbs. The load per inch width of tire is estimated at from 600 lbs. to 800 lbs., and most of them note that this limit is due to the inability of rubber tires to sustain a heavier load, while none of them appears to have considered the effect of

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concentrated loads upon street pavements. There is a very rational basis for the prediction that the maximum limit of weight will be about 6 tons. A careful analysis of the ton-mile cost of moving material by motor trucks indicates that this cost reaches a minimum in the case of a 5 ton truck at a speed of 9 miles an hour, or a 6 ton truck at 8 miles an hour, the estimated cost being 6.88 c. per ton-mile in the former and 6.87 c. in the latter case. The operating cost of a 1 ton truck at 15 miles an hour is estimated to be 11.33 c., and that of a 10 ton truck at 5 miles an hour to be 7.40 c. per ton-mile. All these estimates are predicated upon 5 hours of actual running during the day. All who have been heard from say, however, that there will be special cases where heavier loads could be carried advantageously if the State or City regulations permitted. All of them estimate the speed capacity of trucks to be considerably above that which is most economical, and claim that they can overcome grades up to 15 or 18 per cent. on paved streets.

Perhaps the most important consideration from the city planning point of view is the size of the vehicle, more particularly its width and its flexibility. The manufacturers and others whose opinions have already been given with respect to loads and speed have indicated that the wheel base varies from 12'6" to 17'4", the over all length from 22 feet to 28 feet, the gauge between centers of tires from 5'10" to 6'3" and the over all width from 7'4" to 8 feet, the opinion also being expressed that these will be the probable limiting dimensions, although the width of special loads, such as plate glass carried flat, may exceed the over all width in a few instances.

If a roadway in which there are no railroad tracks is designed to accommodate four lines of traffic, allowing 8 feet for each line, which would permit 2 feet of free space between the great majority of vehicles, and if trucks measuring 8 feet over all are permitted on public streets, this width of 8 feet for a line of moving vehicles will be insufficient. The roadway capacity will be actually reduced to three lines

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of traffic, and that means that the street capacity for accommodating vehicles will be reduced almost one-half by reason of the fact that the third or middle strip must accommodate vehicles moving in both directions and the interference will be so great that the capacity of this middle strip will be very small.

Some of the replies to inquiries indicate the belief of the writers that the city streets must adapt themselves to the development of the motor truck instead of the truck adapting itself to the street. One of them says: "The city street of the future must be wide—very wide—to allow for a line of stationary vehicles near the sidewalk, a line of slow moving vehicles next and a line of fast moving vehicles in the center." Another says: "Wider streets for main arteries are a positive necessity in the near future." And still another writes: "Traffic congestion in large cities indicates the need of wider streets to accommodate not less than four lines of traffic in addition to street car lines." Street widenings are very costly, prohibitively so in many cases. It is often possible to increase the width of the roadway at the expense of the sidewalk. The conventional method of subdividing streets is to devote about one-half of the street width to the roadway and to divide the remaining half between the two sidewalks. Under normal conditions this would give an excess of sidewalk capacity, provided it is all available for use. It generally will be found, however, that only a portion of the sidewalk is paved, the remainder being devoted to trees or grass plots, or in many cases to unsightly strips of dirt, the care of which seems to devolve upon no one in particular. In many cities also encroachments are permitted beyond the building line. Most of the streets where additional roadway capacity is needed will be devoted to business and the sidewalks will be destitute of trees, grass or shrubs. The removal of the encroachments and the restoration of the entire sidewalk width to public use will often permit an increase in the roadway capacity with no inconvenience except to those who have improperly and illegally appropriated a portion of the street to their private use.

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The greatest traffic congestion commonly occurs on streets where there are costly buildings and where widening is out of the question. The obvious method of relief in such cases, where part of the sidewalk cannot be converted into roadway, is to establish detours or by-passes around such congested streets or districts, making such routes attractive by means of better pavements and easier grades and even widening existing and cutting through new streets where the damage to property would be least.

When vehicles of any kind are moving in straight lines and where the crossings at street intersections are protected by proper regulations, the danger and obstruction to general traffic is slight; but such vehicles are constantly obliged to turn from one street into another, and the turning radius is an important matter, as upon it may depend the need of reconstructing the street intersections by cutting off the curb corners and using a longer radius for the curb. Small and light cars can make the ordinary right angle turn without difficulty even though the radius of the curb be not greater than 9 feet, but for heavy motor trucks such turns might be difficult, although the writer believes that such difficulties have been over-estimated, provided the speed is reduced to a limit consistent with safety to other vehicles and pedestrians. One of the questions submitted was whether the largest trucks could turn from a roadway 40 feet wide into one 30 feet wide without encroaching upon the left half of the roadway. All of them stated that this could be done. The largest turning radius given in any of the replies was 32'10", although it was explained that this was estimated and would be affected by tire equipment. In order to determine just how much space would be required for motor trucks to turn a right angle corner, diagrams have been made on a sufficiently large scale to permit a fairly accurate estimate to be made of the position of the truck at each point in turning a corner. The over all dimensions of the truck were assumed to be 7 feet in width and 26 feet in length, with a turning radius of 32 feet. It was assumed

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that a truck of these dimensions was moving in a position where its right side would be 2 feet from the curb and the position farthest from the right hand curb of any part of the truck in turning the corner and getting back to the same position 2 feet from the curb on the street at right angles was determined, the right hand side of the truck to be just tangent to the curb corner in making the turn, but not to overhang it. It was found that at no point would any part of the truck be more than 15'6" from the right hand curb in making this turn if the curb radius were 9 feet, and in case the curb radius were 12 feet there would be no point at which any part of the truck would extend more than 14'6" from the right hand curb. It is apparent, therefore, that an increase in the curb radius of 3 feet would reduce the greatest distance of any part of the truck from the straight curb in making this turn only 1 foot. It is probable that the turning of the corner with the shorter radius would involve somewhat more caution and more careful manipulation, but that the necessity for setting back curb corners in order to accommodate trucks has been somewhat over-estimated.

The problem of the obstruction of the public streets by motor trucks, more particularly that of turning corners, may be further complicated by the use of trailers. Several of those who have responded to inquiries have referred to their use, one estimating that one trailer may be used in city streets, making the total length of truck and trailer 40 feet; another believes that three trailers may be used, with a total length, including the truck, of 50 feet; still another notes that, with a tractor and a single trailer, loads of 15 or 20 tons have been hauled, and with a tractor and two or more trailers the load capacity is limited only by the power of the tractor and the ability of the road to sustain its weight; while one observes that "it is entirely feasible to construct road trains in which the trailers will follow practically in the path of the tractor, also to have the tractor generate electricity which will be used in driving motors on the trailers, thus making it feasible to operate a road train as long as an

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ordinary railroad train." It is probable, although not so stated, that this last statement was written with reference to rural highways rather than to city streets. It might at first thought seem impossible for a truck or tractor followed by several trailers to turn ordinary street corners, but by an ingenious though simple device for locking the forward end of the coupling bar and leaving the other end free the tendency of the trailers to cut the corners and mount the curb appears to have been effectually overcome, so that the trailers will follow the tractor and turn street corners without difficulty. It is quite obvious, however, that the number of trailers which may be used in city streets must be limited so that the total length of tractor and trailers shall not exceed, say, 50 feet and that special permits should be required in such cases.

The possibilities of the motor truck have been demonstrated during the present European war, and nowhere more effectively than at Verdun. This town appears to have been deprived of its railroad connection with Paris and to have been obliged to depend almost entirely upon motor trucks for its munitions and supplies needed for the large army engaged in its defense. A writer who has recently visited the front describes the road which has been reconstructed for the accommodation of this traffic, which must provide for the needs of an army of a quarter of a million of men and at the same time transport heavy artillery and field guns. For 50 miles, it is said, there is hardly a break of 100 feet between the trucks. Paris motor buses have been turned into vehicles to carry supplies, while new motor trucks, built to carry 35 men, enable the men to move rapidly in companies, regiments and brigades. The impression made upon the observer is likened to that of the machinery by which logs are carried to the saw in a mill. This procession is said to be continuous, both day and night, and the road is described as being as wide as Fifth Avenue in New York and in equally good condition. This demonstration of the effectiveness of the motor truck will doubtless result

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in stimulating its use for peaceful ends as well as those of war.

A number of individuals have kindly replied to inquiries relating to the subject of this paper, and have made suggestions as to the questions which might most profitably be discussed. Relatively few of them could be covered within the limits of time and space which are necessarily imposed, but some of the comments and suggestions will be briefly summarized.

The opinion was expressed that the prevalence of the private motor car at the present time is due largely to the fact that it does not pay its way in the cost of street and road improvement and that it is unduly favored in the space appropriated by it as compared with public vehicles. Attention is also called to the need of better protection of the rights of pedestrians in the public streets.

Nearly all of the comments appear to have been prompted by a desire to make motor car traffic safer and more agreeable and to avoid congestion, among them being the following:—

The provision of by-passes around districts already congested.

The establishment of routes for pleasure traffic that will lead past the most dignified buildings, giving the tourist a pleasing impression of the town.

The designation of certain streets for the exclusive use of automobiles.

Provision on different streets for fast and slow automobile traffic.

The need of longer curb radii at corners.

The need of more convenient street junctions.

The widening of existing and cutting through of new streets to provide for increasing traffic.

The provision of wide steel tracks in parkways for use of motor cars.

The establishment by the city of open spaces where automobiles may be left for the day, thus avoiding heavy garage charges. A suggestion was also made that the city

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establish subway parking stations under public open spaces, a small parking fee to be charged to make them self-supporting, although it was not indicated whether the charges should be to meet interest on construction or should cover only the expense of operation.

The standardization of weights and widths of vehicles and the fixing of limits for both.

The desirability of manufacturers producing a car that could be telescoped or at least stood on end in order that it may occupy less space when left in the public streets.

Among the probable effects of the increasing use of motor cars the following were noted:—

The diffusion of land values.

Effect on property sub-divisions, in that even the most modest homes may need provision for garages and entrances to them.

The requirement of greater roadway width by reason of increase in the width of vehicles.

The increase in permissible grades due to the fact that motor cars can overcome gradients which are impossible for horse-drawn vehicles.

Influence on the kind of street pavements.

The effect of motor car traffic on street railways and other forms of transportation provided by public service corporations.

Without attempting a further discussion of any of the subjects above referred to, the conclusions of the writer will be briefly presented.

1. The effect of the motor vehicle upon the city plan of the future, and that means upon city planning, will be beneficial in that it will aid in bringing about some of the most important results that city planners are striving to attain, such as:—

(a) The discouragement of further centralization by reason of the fact that distances can more readily be overcome and less time will be consumed by men and women going to and from their work.

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(b) Land values will be more diffused. While they will be increased in the aggregate, sensational increases in some places and stagnation in others will be less likely and real estate will be put on a more stable basis.

(c) A better class of street and road improvements will be insisted upon, and they in turn will stimulate better improvement of the abutting property.

(d) The more general use of the motor car will result in a better knowledge on the part of the citizen of his city and its environs. He will thus acquire a greater interest in the improvement of both and a more widespread interest in city-wide planning will be developed.

2. While the amount of traffic on important thoroughfares will be greatly increased, the greater speed and flexibility of the motor vehicle will permit a much greater volume of traffic to be accommodated with safety in the same street, provided:—

(a) That the speed and movement of all vehicles are controlled by intelligent police regulations so that the safety of riders and pedestrians shall be protected. This means regulation of pedestrian as well as vehicular movement and the education of both in the principle of "Safety First."

(b) That the width of commercial vehicles is so regulated that the number of lines of traffic which a street can accommodate will not be reduced and the capacity of the roadway thereby seriously curtailed. This might be accomplished by the imposition of a tax or license fee which would be uniform for all vehicles having an over-all width of 7 feet or less, with an additional tax, increasing in geometrical ratio for each inch of width over 7 feet.

(c) That the wheel loads are so restricted that the sustaining power of street pavement and foundation is not exceeded. The most rational way to do this would be to prohibit wheel loads in excess of 700 pounds per inch width of tire, and these only on rubber tires, the maximum loads on steel tires to be less, or say 600 pounds per inch of width.

3. The greatest congestion, delay and danger will be

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found where the traffic is most mixed. The traffic problem will, therefore, be simplified if heavy manufacturing, business and residences are confined so far as possible to certain well-defined districts. Regulations having this end in view are becoming more generally recognized as an essential part of good city planning.

4. Horse-drawn traffic requires relatively light grades. Motor cars and trucks can overcome much steeper grades and considerable expense can, therefore, be saved in regulating streets as they can conform more closely to the topography. The greater speed of the motor vehicle will also justify longer detours to avoid excessive grades, and little time will be lost thereby.

5. While street corners and junctions should be improved wherever possible, manufacturers of motor vehicles should understand that they must adapt their vehicles to street conditions wherever possible and that they should not be satisfied with present practice and expect the city streets to be adapted to such practice. The mobility of such vehicles, the short turning radius for the heaviest motor trucks, and the ingenuity which has been displayed in the design of trailers which will follow the tractor without the cutting of corners give promise that such adaptation to existing conditions is possible. Every effort should be made to conform with the existing conditions before demands are made for modifications of street details at great public expense.

6. With decreasing cost of light motor cars and with the likelihood of cheaper fuel the number of such cars will doubtless continue to increase. The problem of their accommodation in public streets will solve itself with the improvement of the character of road surfaces, although a serious problem will be presented in providing for the accommodation of standing cars. This will undoubtedly require the widening of roadways where possible at the expense of the sidewalks and the provision at frequent intervals of parking spaces where cars may be left and cared for at a moderate charge.

THE AUTOMOBILE AND STREET TRAFFIC

JOHN GILLESPIE

Commissioner of Police, Detroit, Michigan

The enormous use made of motor vehicles in the commercial and social life of the country makes the street traffic problem one of great importance and live interest. The time has come when it is necessary to stop temporizing and to proceed along lines that will give permanent relief. When the streets of the cities were laid out it was never contemplated that there would be about two million automobiles operating on the highways of this country. It is estimated that the number of motor vehicles is rapidly going up to five million.

One hundred million dollars is wasted every month in the United States through loss of time because of inadequate facilities for the handling of street traffic. These delays occur generally in the transportation of supplies for which the consumer must pay the extra cost and it is in a measure borne by every member of the entire population of the United States as a daily loss. Every city must put forward its best efforts to stop permanently this preventable waste.

The present need is for commodious driveways along which vehicles can proceed with the minimum loss of time and maximum of safety to pedestrians and themselves. There is a necessity for driveways free from street car tracks, suitably paved and properly lighted and having sufficiently protected intersections. Existing streets do not afford this in many cases. There must be new streets constructed through localities where the price of property is high. Many streets should be widened so that four rows of vehicles can be driven in the same direction on each of them.

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Traffic proceeding one way on all streets is a plan that offers a fair amount of relief from danger and congestion. With traffic going east and west on alternate streets and the same going north and south, transportation of all kinds will be facilitated and the cost of supplies for every individual materially reduced.

The track for vehicles is from curb to curb. When they all proceed in the same direction along each street the danger will be tremendously decreased even though the speed is considerably increased. Passing each other from opposite directions in narrow streets is needlessly adding to the present large list of preventable accidents. The pedestrian is also afforded greater security in crossing one-way traffic streets where he looks one way only instead of guarding against traffic coming from two directions.

As the average city has about ten blocks to a mile, this would provide five streets to the mile running in each direction of the compass. This makes driveways in any one direction not more than one thousand feet apart, which is practically no inconvenience worth considering as compared with the increased advantages which are gained by traveling with other vehicles proceeding in the same direction.

Some of our prominent cities are proceeding along progressive lines. They are spending large sums of money to bring about comprehensive street traffic improvements in addition to looking after present details. They are planning boulevards through the center of congested business districts as well as arranging so-called belt-lines or outer boulevards.

We frequently talk of taking street car lines off of our main thoroughfares but that is a course which is not very often practical.

When we try to avoid the cost of constructing subways we are liable to devise schemes that may be more interesting than they are practical. I will mention one of such schemes by way of suggestion for city planners.

Combine the surface track with one elevated track directly above it and build stations every five blocks where there

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can be adequate safety zones at each station. With reasonable protection for everybody the street traffic may then speed up, running the cars one way on the surface track and the opposite direction on the elevated track. The pillars on each side of the surface track which would be used to support the elevated would provide a complete safety zone the length of the route. A station every five blocks may seem somewhat inconvenient but the maximum distance any one would have to walk would be two and one-half blocks, making an average of a block and a quarter. Where we now have double tracks this change to the combined surface and elevated would leave sufficient room for one-way traffic with horse drawn vehicles as well as automobiles. In carrying out this plan trains comprised of three cars should be operated.

We do not need extremely wide streets for automobile traffic. For instance, Fifth Avenue in New York City, with which you are all familiar, is not a very wide street but it accommodates more vehicles than any other street in the world. It is because this street is given over to fast moving vehicles. In Chicago people go ten blocks to get to Michigan Avenue that they may reach their destination in a rapid manner. It is idle to talk about slowing up vehicles on such main thoroughfares. It is working uphill to try to slow up the travel of a motor car. The traffic situation will never be remedied in that way. We must provide thoroughfares where they can go fast.

In the congested business district of Detroit where motor vehicles are credited with moving along at a good rate of speed the number of times vehicles passed twenty principal street intersections in six months was about twenty-five million and the number of times pedestrians passed the same points was over two hundred million, all without a serious accident occurring. The influence of the presence of traffic officers is certainly wonderful. The results show that carelessness causes a large share of the accidents.

Having the law fix a schedule of speed limits which all

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over the country are ignored is not a suitable manner of regulation. Prevention of reckless driving should be the object of traffic laws.

It is going to cost money to remedy the existing faulty condition in street construction. There is no question about it; but it is going to cost less to-day than it will next year, or in five years, or ten years; and the sooner the matter is placed before the legislative bodies which have the power to make such improvements, the better it will be for all the cities concerned. The service of traffic officers itself amounts to millions annually in the United States. Detroit has on the average three hundred officers doing traffic duty every day, the annual salaries for this purpose alone being upwards of \$400,000.00.

Meanwhile many of the cities are, like Detroit, using rather inexpensive methods to assist in the direction of vehicular traffic and the protection of pedestrians, aside from the cost of the work of traffic officers.

The scheme of using white paint bands in streets to indicate safety zones for the use of persons getting on and off street cars, and also indicating crosswalks at street intersections and elsewhere, and for designating locations where the standing of automobiles is prohibited, such as near fire hydrants, etc., was adopted in Detroit about three years ago.

Their use has met with very general favor by citizens owing to places being defined where they can stand with comparative safety when getting on or off street cars. Detroit now has upwards of one thousand of these safety zones indicated by white bands. They are located at every intersection where street car lines cross one another, these being used extensively as transfer points. Detroit has the near side car stop and these safety zones extend the full length of a street car with a trailer and are six feet out from the running board of the car, which makes them seven and one-half feet from the car track.

A safety zone is of little use unless it is properly protected from encroachment by vehicles for parking. We therefore

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prohibit the standing or parking of vehicles within a distance of about one hundred feet from the street intersection, on the side of the street where cars stop. Until recently many of these zones have been designated also by the use of stands surmounted with a red target with black letters reading 'Safety Zone.' Recently those have been removed from the streets and replaced by a mushroom-shaped iron base weighing fifty-five pounds secured in the pavements by means of a spike protruding from the bottom. The bottom of the base rests on the pavement. In these bases are cast the words 'Safety Zone,' and they are corrugated so as to prevent horses slipping on them. They are four and one-half inches high and do not interfere with anything passing over them, including the street cleaning apparatus. The standards previously used were the cause of numerous accidents because they could not be seen at night, but the present iron mushroom remains in the street all the time and there is no danger of doing any damage.

More protection must be provided for people getting on and off street cars and a properly raised safety zone that is not a dangerous obstruction is necessary. We will soon be experimenting with raised safety zones graded at the edges to avoid damage to vehicles that may hit them by accident.

Crosswalks for the use of pedestrians at street intersections are usually marked off in Detroit about fifteen feet wide, and these are kept clear of automobiles. Drivers of automobiles are not allowed to have the front wheels across a white line when intersecting traffic is moving, and this affords protection for pedestrians. When crosswalks were first designated in this manner in Detroit, it became necessary for the Police Department to haul away a considerable number of automobiles whose drivers insisted on standing them on the crosswalks. As soon as the walks were kept clear of vehicles the public used them with great unanimity. The lines are made by means of a lawn tennis court marking machine, a paint brush about three inches wide being inserted in the distributor. The paint is put on the pavement

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in liberal quantities and will usually last about ten days. This system has materially facilitated traffic operations.

Mechanical signals are used at street intersections by traffic officers, which indicate when traffic is to proceed and stop. The bases of these signals weigh fifty pounds and support an iron pipe to the top of which is attached an oil lantern of the railroad switch signal type, the green light indicating moving traffic and the red light to stop. Targets are used, those with the red background reading 'Stop,' and those with the green reading 'Go.' The signal is operated by a handle attached to the iron pipe, a quarter turn changing the signals.

Mechanical signals on motor vehicles, visible from the front and rear, also will contribute much in making street traffic safer. A signal that will indicate to a traffic officer, in advance, the intention of the driver is of valuable assistance in enabling him to direct the course of vehicles. Its particular value is on closed cars as a means of warning following drivers. It is desirable on all motor vehicles.

It is the left-hand turn which causes much confusion in thickly congested traffic and many accidents are caused through the driver's neglect to indicate that he is about to cross in front of other traffic. The right-hand turn is usually attended with little or no danger as it is made near the curb.

More importance should be given to signals so that even children will be impressed with the fact that by watching the drivers' signals they can generally avoid danger before it is upon them.

Speaking of safeguarding the lives of children it is well to advocate more playgrounds in the cities. Playgrounds will help greatly to reduce the appalling list of such fatalities. But children will run in the streets after a ball, hitch on ice wagons or sleighs even if there are playgrounds within a block so that all other possible means of protecting them should be provided.

In planning to facilitate the movement of motor vehicles it is highly essential not to overlook making provision to

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assist the movement of horse-drawn vehicles also. A great many thousands of horse-drawn trucks moving slowly through the busy streets of the cities necessarily congest traffic very considerably. Any plan aiming to improve conditions for the motor vehicle must also make provision for the horse-drawn ones. If it is insisted that the slow going vehicle must keep near the right-hand curb then it must also be required that other vehicles shall not be allowed to remain standing at the curb any place where there is a large volume of traffic that is horse drawn. Streets used for trucking should be as free as possible from any sort of obstruction near the curb. It is not to be expected that a driver will turn his horses in and out where automobiles are standing at different places along the curb. Naturally he will drive near the center of the street unless there is a continuous route clear of such obstructions near the curb. The result is that in actual practice large numbers of horse-drawn vehicles are traversing that part of the street that should be reserved for the fast moving vehicles and in this way there is an excessive crowding in the center of the street.

This raises the point of eliminating the parking of automobiles not only in central business districts but also along the main thoroughfares that are used most extensively by horse-drawn trucks. By keeping the space near the curb free from obstructions and using the same for slow going vehicles the rest of the street affords room for fast going traffic to proceed with reasonable expediency.

The standing of automobiles in the street adds to the difficulties attending the solution of the traffic problem. Last year in the state of Michigan there were 130,000 motor vehicle licenses issued. That was 50% more than the previous year, and there is no reason to expect that it will not be increased 50% next year. There are approximately 40,000 cars licensed in Greater Detroit.

The greater the increase in the number of motor vehicles in use, the greater also is the number of those who park in the streets so that when there is the largest demand for space for

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the movement of vehicles there is also the greatest demand upon that same space for parking purposes. Necessity will make it imperative that the streets in the congested business districts be used entirely for vehicles in motion and a consequent elimination of parking in such districts. Vehicles should not be allowed to stand in business streets excepting when attended. The fact that they are attended is a reasonably good indication that they will not be kept standing very long. They should be required to give way to other vehicles desiring to drive up to the place which they occupy, in this way giving access to entrances to places of business without loss of time.

It is an inconsistent proposition for a business man to pay high rental in order to be in a prominent location and then make it inaccessible by having vehicles park where they obstruct his entrance. Yet many business firms are short-sighted enough to oppose the elimination of parking in their vicinity on the ground that it would drive away business. The more accessible they can make their streets and the more free they are from standing vehicles, the larger the volume of business that will naturally make its way there.

Having in mind that the most danger always is at street intersections, there is need for something that will properly control vehicles at intersections. It is well to consider the operation of the Eno rotary system where it can be made practical. Detroit has one rotary traffic place that is proving a success. It is a point where five streets meet and there is one-way traffic on two of them while traffic goes both directions on the other three. In spite of the fact that it is a very small space in which to operate the rotary system it has successfully overcome the difficulties which resulted from drivers being uncertain concerning the proper direction to proceed. This is now simplified by all being required to circle to the right.

There are no car tracks on any of these streets. Of course it must be remembered that the rotary system does not make any special provision for the safety of pedestrians. The need

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of the present day certainly is to give more protection to pedestrians for they are the ones who are suffering most from the operation of motor vehicles.

A discussion of the glaring headlights, the inspection of brakes and numerous other phases of the question of their regulation is probably not entirely in order in connection with a conference for city planning. In this paper the discussion is being limited as far as consistently can be done in order to have it harmonize with the city planning program.

It is one thing to provide adequate driveways but it is also important to regulate all the drivers who use them.

While considering city planning it is well to discuss city regulation of vehicle drivers and to discuss the extent of their responsibilities to pedestrians.

The driver is responsible for practically all preventable accidents. He controls the element of danger. His responsibility is proportionate to the extra hazard created by the operation of his motor. His rights are equal but not greater than those of his fellow citizen who walks.

Motor vehicles should come to a complete stop back of street cars that have stopped for passengers getting on or off. A strict observance of this regulation will drive motorists off streets having car lines, which is highly desirable until such time as adequate safety stations can be provided for street car patrons.

Motorists seem to place a high valuation on a few moments' time. The time-saving germ seems to have selected motorists for its particular sphere of operation. The motorist's impatience is amazing when a mere pedestrian is making his way to and from a street car. If he is required to stop with street cars, his desire to save time will induce him to use streets free from car tracks.

He has no right to jeopardize the lives of children who play in the street or of any human being.

He should practice the golden rule and show proper consideration for all citizens using the streets, either walking or riding and for children playing. If he does not do so he should

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be punished. His demonstration of his unfitness to run a vehicle whose misuse can be attended by fatal consequences should be treated seriously. It is an occasion for something more than a judicial reprimand. It should be regarded as an opportunity to save someone's life in the future by depriving such a driver of his license to operate a vehicle in the public streets.

This brings us to the licensing of drivers. Let us have laws that will compel the licensing of all who drive motor vehicles. It should be one that can be suspended and revoked. Its enforcement will eliminate the reckless driver.

In the controlling of traffic the police officers must have the respect of the public. Penalties attached to laws of different kinds make them enforceable. The law that fails to provide a penalty for its violation is a dead law. A police officer without power to summarily arrest and imprison a dangerous or reckless driver is an officer whose authority the motorists will respect but little.

The most effective policing should provide immediate relief for the public from impending danger, disturbance or nuisance, as the case may be.

Regulate and educate traffic violators at the time and place where the violations occur and the work will be impressive as well as effective.

Most traffic law violations should be dealt with by the officer the same as he deals with a disturbance or breach of the peace for the purpose of stopping it at the earliest possible moment. The officer's plan should be to remedy the objectionable conditions instantly on the very spot where they occur. When cars are found standing in the pedestrians' safety zone or on a crosswalk they should be hauled away by the police because their presence in such safety zone or crosswalk is a menace to the public. Being a menace, it is the duty of the police to remove it at once. Under such circumstances a vehicle should not be left in a place where it is dangerous any more than a boisterous citizen is allowed to continue a public disturbance and attract a crowd which obstructs the street.

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At almost every public meeting where traffic conditions are discussed it is unanimously agreed that one of the most important things is the education of the public along safety first lines and also to arouse the spirit of co-operation with the city's public safety department. Many attempts have been made at educating the public by civic organizations but it is evident that as yet no noteworthy success has been attained along this line. The task is usually given up as too tough a job and too full of discouraging experiences. It still remains for someone to work out an educational plan. Lack of co-operation from the public retards traffic improvements greatly. At the present time it seems necessary to allow many conditions to become exceedingly bad, so bad in fact that citizens demand that the same be remedied, before the public will sustain the official who tries to make such improvements. This interferes with making adequate plans for the future and makes it impossible to anticipate and prevent bad conditions from developing.

Everyone will agree that it is poor business management to continue to use streets in a manner that is fatal to life, destructive of property and wasteful of time. Such a condition is a drain not only on the pocketbook of every citizen but also on the very lives of the people.

Examination of the records which show the deaths of thousands of men, women and children caused by the traffic juggernaut shocks and distresses all interested persons and compels our best efforts to be put forward to do everything within our power to prevent that class of accidents in the future.

Eighty-five per cent. of street traffic accidents are preventable just the same as careful inquiry shows that eighty-five percent. of fire losses in the United States are preventable.

When the drivers and the rest of the public are convinced of this fact and conduct themselves accordingly there will be eighty-five per cent. fewer persons killed and eighty-five per cent. less damage to vehicular property and even then the loss of life and damage to property will be surprisingly large.

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DISCUSSION

C. M. TALBERT, *Director, Department of Streets and Sewers, St. Louis:*

Mr. Lewis is to be highly commended upon the paper he has presented, not only from the conclusion he has reached but for the amount of statistical information he has gathered in it and the manner in which it is presented.

First, the statement that the city plan of the future means city planning. This I can hardly take to be correct because in ninety-nine cases out of one hundred, the problem is not developing a future city upon some definite plan, but to re-develop a present city, and the two appear to me to be distinctly different. My own discussion will be based upon ninety-nine hundredths of the work to be done, namely:

"Developing our present cities into better planned cities." Assuming this condition, let us take first his conclusion 1(a) namely: "The discouragement of further centralization by reason of the fact that distances can be more readily overcome, that less time be consumed by men and women going to and from their work." Does not rather the opposite condition obtain, namely the fact that these distances or rather time from the place of residence to the place of shopping or working can be decreased, rather tend to a centralization and that this centralization will only be limited by the capacity of the thoroughfares to accommodate the automobile traffic.

"(b) Land values will be more diffused and while they will be increased in the aggregate, sensational increases in the same place, the stagnation in others, will be less likely, and real estate will be put on a more stable basis." This will, undoubtedly, be true as far as the residential and less congested districts are concerned, and I doubt if there can be any material argument upon this point.

"(c) A better class of street and road improvement will be insisted upon and they, in turn, will stimulate improvement of the abutting property." This, in my opinion, is one

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of the very most important developments of the advent of the automobile, and will be more fully touched upon later in my discussion.

“(d) The more general use of the motor car will result in a better knowledge on the part of the citizen of his city and its environs. He will thus acquire greater interest in the improvement of both and a more widespread interest in city-wide planning will be developed.” Taken as a general proposition, this statement is absolutely true, and this city-wide acquaintance developed by the automobile has probably had more to do with the general demand for a completely developed city plan in the way of principal highways which connect together all of the different sections of our large cities than any other single influence. The automobile has done more to wipe out sectional lines and to bring together cities and suburbs into a homogeneous community than any other conveyance that has come into our city life. This will be shown in the case of St. Louis by reference to a general city map, which will be shown a few minutes later on.

The general observation under heading No. 2, relating to the amount of traffic that can be carried on a public highway, appears to be well considered and logically reasoned out. The control of the vehicle movement of the congested thoroughfares of all of our principal cities has come to be recognized as one of the important responsibilities of a municipal government and the necessity for such regulation and the evident benefits derived from even a primary regulation has caused careful studies to be made of the subject throughout the country and is rapidly developing what may be known as a Traffic Engineer.

The Traffic Engineer's duties are along two definite lines: first, the safety of pedestrians and vehicles using the thoroughfares, and next, the greatest use of these thoroughfares consistent with safety; fortunately, it has developed that in the great majority of cases, at least, that the same regulation that means safety, also means efficiency. It may be said here

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that there has been for the past two years a movement on foot to standardize, throughout our own country, traffic regulations as well as the signs and signals by which they are interpreted. The benefits to be derived by the traveling public at large from such uniform regulations are entirely too obvious to need further comment by this audience.

2(b) This conclusion relative to the width of vehicles appears to be particularly applicable to those of our cities that are hampered by very narrow streets. I do not see that it will make a great deal of difference except in the congested district in the case of these narrow thoroughfares, but where our most busy streets have the width from curb to curb of forty-two feet or less, such a regulation becomes of prime importance.

(c) The question of wheel loads would not appear, at first glance, to have a connection with city planning. Inasmuch, however, as the wheel loads control very largely the character of pavement, and as character of pavement in turn determines very greatly the amount and character of traffic, it appears to me that this question may well become a part of the discussion of street planning. The use of trucks and trailers for transporting heavy loads through the commercial districts is demanding serious consideration, and it is undoubtedly only a question of very few years until some regulation will be in effect in all cities. This conclusion is so obviously true as not to call for a greater discussion.

4. It is true that motor cars and trucks are not seriously inconvenienced by grades which are prohibitive to horse-drawn vehicles and this is partly true in the winter time when in large sections of our country the streets are covered a greater portion of the time by snow and ice. I do not believe, however, that the conclusion that the streets should be more nearly conformed to the topography is correct. I do believe, however, that when a street has been made with the best available grade, it will render available for use a great many streets that would otherwise remain comparatively idle.

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5. The conclusion that motor vehicles should be built to meet the ordinary street conditions rather than streets should be adjusted to the motor vehicle, is, undoubtedly, the proper one; at least, so far as turns and curves are concerned. Also, of course, in city planning it means eliminating as many interfering points as possible.

6. It is undoubtedly true that the number of automobiles in use will continue to increase very rapidly for years to come, and the problem of handling them in and to and from the congested districts is one that will be confronted by municipalities at least during the lifetime of those of us here present. Fortunately, this increased number of vehicles is gradual, if rapid, and we have an opportunity to work upon the problem while it is being presented to us, and as stated before by Mr. Lewis, a great many of the problems will solve themselves.

Finally, it would appear to me that the problems of city planning as presented by the use of the automobile resolves itself into two general principles:

First, and most immediate, that of making the very best use of present available thoroughfares. "A" by placing on these thoroughfares the character of pavement that will attract drivers of machines. "B" by connecting together such of these thoroughfares as are at least to a certain extent isolated.

Secondly, designing and developing new main thoroughfares.

In determining the relative values of existing roadways and the necessity for new ones too much stress cannot be placed upon the necessity for a thorough traffic count or census and it appears to me that the time is now ripe for the establishing of a standard method of making and tabulating such a census.

Traffic censuses are advisable, if not necessary, for three distinct purposes:

First and probably the most important, for traffic regulation.

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Second. In connection with the various paving surfaces.

Third. For City Planning.

Of course, there are different facts to be determined for each of these purposes but it appears that with a little effort a general form could be determined upon which would render traffic census not only interchangeable for the different purposes wanted, but would make them comparable between the different cities.

To this end, it is recommended that this Conference take steps to co-operate with other bodies interested in the work outlined for the purpose of establishing a uniform method of counts and methods of tabulation so that the information thereby obtained may be used for any of the three purposes outlined above. The other two particular bodies to which reference is made are the Safety-First Federation of America and the American Society of Municipal Improvements. I am sure from previous communications with both bodies that they are interested in the work and will be glad to co-operate with this Conference in working out statistics.

FRED H. CALEY, *Secretary Cleveland Automobile Club.*

The chair will take this opportunity to briefly comment upon the local situation. The city of Cleveland is confronted at the present time with a most serious traffic problem, if you will permit me to so state, I believe equally, if not more serious, than the one you have referred to in St. Louis. From a few hundred automobiles in 1902, we now have registered in the city of Cleveland nearly 37,000 cars. The city of Cleveland is prevented from expanding northward by reason of the lake; we are hemmed in on the south by the Cuyahoga valley; on account of insufficient bridge facilities, the West Side has not been properly and largely developed as yet, so there is only one point toward which Cleveland could grow, and that is toward the east, and I believe that seventy per cent. of the automobile traffic in Cleveland, at night, moves eastward, and of that seventy per cent. of the amount of traffic which goes eastward, prob-

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ably sixty or sixty-five per cent. tries to use one street, Euclid Avenue.

Cleveland is known as a city of dead-end streets, and it may interest the delegates to know that there is now pending a bond issue of $3\frac{1}{2}$ millions that will be voted on at the election in August, for opening and extending dead end streets to relieve an intolerable traffic condition.

E. P. GOODRICH, *Consulting Engineer, New York City:*

Perhaps some random comment on the papers under discussion may be interesting. Mr. Lewis mentioned the fact that horse-drawn vehicles apparently had not decreased in New York City. I can give you the result of two comprehensive traffic censuses taken in Newark, an adjoining city, one in 1912, one in 1915, in which the horse-drawn vehicle traffic decreased approximately ten per cent., while the motor vehicles increased practically thirty per cent. In measuring the relative proportion of accidents, which item was discussed, it will obviously be not quite right to compare it with the total population, because the total population does not move through the streets where the automobiles move, and particularly does not cross the streets along which the automobiles travel.

In making an analysis of the street-car accidents in Central Park West in New York City, in connection with a discussion concerning a change of location of the tracks, the following method of analysis was followed. The total number of vehicles and cars moving longitudinally was counted; the total number of people crossing the streets was counted, the crossings being particularly noted where the major number of people cross. Then the total accidents were not compared with the number of people and the number of vehicles, but the number of accidents was determined as a proportion of the number of people per car. One must get that relationship before one can get a proper comparison. Because the street-cars went in two opposite directions next to one curb, and the vehicle traffic moved in two opposite

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directions next to the other curb, a person crossing had to cross four lines of alternating traffic, and the statistics show there were four times as many accidents to people crossing per car as in Broadway and adjacent streets.

Mr. Lewis spoke about the relationship of the increasing motor travel to the subject of pavement deterioration. In London it is said that the motor buses, because of their extra weight and the extra wear and tear involved, have actually destroyed the foundations of pavements. The motor truck operators and manufacturers have contended in many meetings in New York City that the pavements should be built for their use, that they should be built strong enough for any one that wants to use them. A simple calculation shows that if we were to add one inch in thickness to all the foundations on all the main thoroughfares in New York City, the cost entailed upon taxpayers would be one million dollars,—one million dollars for each extra inch on the main thoroughfares only. That means that the taxpayers would contribute at least a million dollars for the benefit of not to exceed two or three thousand motor owners. The question arises whether that is fair or not.

Mr. Lewis suggests that the change of radius from twelve to fifteen feet will not be of particular advantage to motor truck negotiation of a curb corner. I would like to add, however, that the motor trucks are a small proportion of the vehicles which turn the corners, and that the increased speed with which a short vehicle will be able to negotiate a turn on a larger radius will do much to relieve congestion, when we include turns only to the right and left. Normally a vehicle has to slow down to take a curve, especially at a corner because of the shortness of the turn. With a large radius turn, the speed will be increased and thereby less delay involved to the longitudinal travel.

An interesting statement was made at one of our meetings, at which one manufacturer said his vehicles could turn in a six-foot radius at twenty miles an hour. I suggested that he try it just once.

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I am sorry I cannot agree with Mr. Lewis in the conclusion he reaches, that the effect of the motor vehicle will be the overcoming of congestion in the central parts of the city. I believe it has been pretty well demonstrated that rapid transit has increased congestion. We normally have designed rapid transit systems to decrease congestion, but the desire always seems to be to get to the central point. We go there because we have greater opportunity to get what we want. More people come to the center when we get rapid transit than they did before. It has been stated that a million people come to the Loop district in Chicago each day. An estimate of the people who come into the Borough of Manhattan is interesting; it is almost the same figure. That back and forth fluctuation on the streets and cars did not take place when we did not have rapid transit. There should be more business centers. To diffuse the population by one means or another is the solving of our present problems in city planning.

In order to facilitate travel, many devices have been suggested; for instance, laying asphalt and bitulithic pavement for the automobile, and pavement designed for heavy traffic, like granite block (or wood block when the grade is not so steep). One problem in city planning in a great many places is the laying out of streets perhaps in threes—one for heavy traffic, one for street-car traffic (the street-car track being paved with granite between the rails and asphalt outside, making a combination pavement), and one for pleasure traffic.

DR. WERNER HEGEMANN, *Berlin, Germany*:

In one of his presidential addresses, our President, Mr. Olmsted, a few years ago said that in discussing the city planning problem, we ought to learn from previous discussions of similar problems. I was surprised, in listening to this day's discussion, that no reference was made to a similar problem that was thoroughly discussed about fifteen years ago when not the automobiles but the ordinary horse traffic

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became a great problem in the big cities of the old world that did not develop rapid transit as fast as the cities of America. I am thinking of cities like Paris, Vienna, Berlin and so on. At that time the well-known city planner, Eugene Hénard of Paris, proposed a solution for directing and organizing the heavy flow of vehicles. There was a reference made to it to-day when the second speaker spoke about the gyratory movement; but he was speaking of this movement only at street crossings as you have it, for instance, in Columbus Circle in New York. This idea of the gyratory movement at street crossings was taken up by Mr. Hénard, and he proposed not only to direct the traffic around the individual congested street crossing, but around the entire congested district along the line of a circle or half circle with a radius of say a mile. At present this plan has been realized by the necessity of regulating street traffic in San Francisco. There, for several years, the jitneys, during rush hours, are detoured by the police around the center of congestion at Third and Market Street. They are compelled to leave Market Street at Post Street and are permitted to return to Market Street by Grant Avenue. That produces something like one-half of a circuit of traffic as originally proposed by Mr. Hénard. Such a circuit of traffic has been proposed in some of the American city plans, and since it has such a great bearing upon the design of the street plan, it seems to me it is a matter that deserves much attention. You know the circuit idea has been taken up by Mr. Burnham and Mr. Bennett in their city plan for San Francisco. It was taken up again in a plan made for Newark, and it was taken up, very courageously, by Mr. Haldeman in Philadelphia. I personally proposed application of that plan in Oakland, California.

This analogy with European conditions brings up an interesting point. It shows that the old cities that did not have developed horse car and electric rapid transit when you had it in America long ago, found their streets overloaded with individual horse-drawn vehicles creating, about fifteen

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years ago, a problem in street traffic similar to the one you find to-day in the American city created by the unheard-of numbers of private automobiles. In America the problem of street congestion by horse-drawn vehicles never became serious, because the democratic public street-cars solved the transportation problem for a long time. Only recently the coming of the private automobile suddenly divided your population practically into two classes, the one, the barons, riding, not horseback, but in automobiles, forming a kind of superior stratum, and the other class, the common people, dependent upon the common carriers. As a result, so they say, quite a number of street-car companies no longer extend their street-car lines, because, they claim: "The automobile or jitney is taking away so much from our profit that we can't afford to extend our lines and our service."

This permitting of class distinctions has dangerous results. The wealthier and more influential elements of the city's population do not fight any longer for improvement of rapid transit, and, therefore, the adoption of the automobile by the wealthier "upper" half means the sanction of straphanging for the less fortunate, but rather more numerous "lower" half. It also means that the autoless masses may be kept back inside the congested area profitably served by street-cars and that the garden suburb may become approachable more and more only to the prosperous. Just as the terrible congestion of Paris before the Great Revolution did not hit the well-to-do, who, with their coaches, in spite of the strict royal prohibitions to the contrary, lived on charming country seats outside the fortifications.

Another question that was touched upon to-day has some analogies in Europe, namely the building of speedways for automobiles on a level separated from the ordinary street traffic. It may interest you to know that in the International City Planning Competition for Dusseldorf, 1912, elevated or submerged speedways were proposed by the plan that received the first prize. The proposal was to have the speed-

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ways run parallel and close to the steam lines, thereby making it easier to get these new roads through the city and to eliminate grade crossings. I may add that a speedway like this has been started in the western section of Berlin. I understand that a very ambitious project of such a street for public busses and such private autos, that are willing to pay a fee for its use, is near realization between Los Angeles and Pasadena. If with the development of the automobile the building of concrete speedways on separate level, for operation by public and private automobiles, should become cheaper (figuring in depreciation and everything) than the operation of electric railroads, the city planner will have to learn a new lesson and the objections against the auto would disappear.

EDWARD H. BENNETT, *Chicago*:

Mr. Lewis's paper cannot be too highly praised as a general review of the subject "The Automobile and the City Plan." I wish to refer to several of the points presented, and to call attention to the all important bearing of this subject on the layout of our cities.

One general deduction from the paper, or any other serious study of this subject is, that with the growth of population there will be a steadily increasing need for private passenger transportation, cabs, taxi-cabs, light and heavy delivery wagons and trucks, and on the whole an increasing flexibility with rapidly increasing traffic.

The most vital point however in this whole discussion is the bearing of the traffic on the design or redesign of our business centers. A typical modern rectangular street system reveals the fact that capacity bears a fixed relation to the ratio of the length of the block to that of the cross block. This relation is based upon length of time required at the intersection and might be stated as follows:

Length of block is to length of cross block as cross block waiting time is to block waiting time. The relative widths of the streets are not a factor influencing the waiting time.

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Since the automobile has introduced a condition of increased number of vehicles, the greater benefit may be derived by an unequal dimensioning of the city blocks. It may be here noted that when traffic is only moderately heavy the long block gains an advantage for motor over that of the horse-drawn vehicle due to the speed of the former. The motor may traverse the long block and reach the crossing long before the horse vehicle has reached this point, thus passing the signal ahead, a condition not applicable to the short block. This will strengthen the otherwise good argument for a dominant direction of streets and block lengths, as a fundamental of composition in street systems.

From an analysis made of street traffic in Chicago based on the theory of the unit of traffic used in the London transportation report but modified to meet local conditions, the system of an equal length of blocks receives support. The advantage is with the street which has long blocks, that is, one with infrequent intersections, especially if the cross streets themselves have frequent intersections. This is true because (a) when its traffic is heavy a great number are able to pass a crossing at each stop, i. e., as many as the block will hold. (b) Since capacity depends upon width and time used at intersections, more traffic may move in the direction of the long blocks than across them in a given area. Example: In a given rectangle say $\frac{1}{2}$ mile approximately, each way—with streets of equal width—3 in one direction and 6 in the other—the capacity of the 6 streets is:

2 times that of the 3 streets by reason of total width, and

4 times that of the 3 streets by reason of intersection stops, assuming all streets to be fully occupied.

In other words the 6 streets with long blocks have a capacity of 6 times that of the 3 streets with short block lengths, for a given area where blocks are twice as wide as they are long.

For the analysis of street capacity it was necessary to define capacity and also the unit of traffic.

Street capacity is measured in terms of units of traffic

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that may move past a given point in a unit of time. A unit of traffic is a vehicle that is small and has great elasticity of movement both as to speed and direction. One hour is considered as the unit of time.

Capacity cannot be an exact measure because traffic does not move like infantry in perfect rows. Speed regulations, training of drivers, police management and movement of pedestrians play an important part. Streets carrying surface cars are not classed separately but the car is considered as a vehicle the equal of 7 units.

Units in terms of which each vehicle is assigned a coefficient determined by its size, speed, acceleration and elasticity of its movements are:

Motor-drawn vehicles:

| | |
|--|---------|
| Gasoline motor passenger | 1 unit |
| " " light delivery | 1 " |
| Electric passenger | 1 " |
| Omnibus (5th Av., N. Y., type) | 3 units |
| Heavy motor truck | 4 " |
| Surface car | 7 " |

Horse-drawn vehicles:

| | |
|----------------------------------|---------|
| Carriage | 2 units |
| Light delivery wagon | 2 " |
| " " " 2 horse | 3 " |
| Heavy truck, 1 horse | 5 " |
| " " 2 " | 6 " |

The above scale of units will apply more particularly on streets of moderate width and where such streets are operating at their approximate full capacity.

The following statement of Chicago traffic conditions is of interest:

| | 1910 | 1915 | Traffic Unit* |
|---------------------------------|--------------|--------------|---------------|
| 1 horse-drawn | 40,109 | 35,540 | 3½ (average) |
| 2-3-4 horse-drawn | 18,005 | 13,974 | 5 " |
| Passenger automobiles | 9,963 | 34,447 | 1 " |
| Light trucks | 436 | 4,582 | 1 " |
| Heavy trucks | 363 | 2,434 | 4 " |
| | <hr/> 68,876 | <hr/> 92,957 | |

*(Taken from Annual "wheel tax," Chicago.)

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If we assign the traffic unit to each vehicle it is seen that there were in:

| | |
|----------------|---------------|
| 1910 | 242,000 units |
| 1915 | 236,000 " |

These figures show that while the number of vehicles increased $33\frac{1}{3}\%$ the number of traffic units decreased 2% .

Chicago's population has increased in these five years from 2,185,000 to 2,447,000, an increase of 12% . With the rapid relative elimination of the horse-drawn vehicle a relative lowering of the number of traffic units will be observed.

The motor truck can serve more people than the horse-drawn wagon, and this means that the eventual increase in traffic units will not have the same relation to population increase as would be the case if the motor truck were not superseding the horse vehicle.

On the other hand vehicles for passenger use are increasing at a higher rate in relation to population increase than when these were horse-drawn. In the past 5 years vehicles (horse and motor) for passenger use have increased from 14,864 to 36,037 or 150% .

The above will serve to support Mr. Lewis's statement that the motor vehicle for private use and for pleasure traffic and the commercial truck present two entirely different problems and must be considered separately. One is increasing at a far more rapid rate than the other, owing to the increased riding habit among the people, while the higher economic value of motor trucks is the cause of their rapidly superseding the horse-drawn vehicle for commercial purposes. Traffic problems as a whole have been intensified by the advent of the automobile.

Admitting the increased capacity of streets and acceleration of traffic by reason of the introduction of the motor, there are special cases of congested areas worth analyzing. Here the problem of street interference by the interruption of traffic at street corners involving stopping and starting is one of greatest possible importance and has been shown by analysis to have the greatest bearing on general circulation,

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next to the actual width of the streets themselves. The point in this is that these conditions, true of ordinary horse traffic, are more true when considered in relation to modern intensive traffic.

In an existing system of rectilinear blocks two methods of increasing capacities, other than those already mentioned may be considered, (a) widening, (b) separation of grades. In the first of these, capacity is increased without shortening running time. In the second, the increase is the result of reducing time. The scheme to be adopted depends entirely upon local conditions. Grade separation, a scheme that was impracticable in level areas for horse-drawn vehicles, is now a very acceptable solution.

In heavily traveled or congested streets the benefits from widenings soon reach their limit. The radical one, that of separation of levels on important cross thoroughfares has been proposed in New York for Fifth Avenue and 42nd Street. This solution will be applied to Michigan Avenue in Chicago and the cross streets. The latter illustration is a good one as the cross traffic is still largely horse-drawn while that of the avenue is or will be all motors. Another and most important is that of diversion by circuit streets.

The statement by Mr. Lewis on districting and traffic merits much consideration, but the influence of districting will always be partial as traffic inevitably interlaces the various sections of a city. It will traverse those sections in which it is most objectionable unless the various factors, including districting, are co-ordinated and the city is planned as a whole.

W. P. BLAIR, *Cleveland*:

I wish to confine my remarks to one single suggestion, to the very excellent idea suggested by Mr. Talbert, of St. Louis, in connection with a uniform system of recording data. The whole purpose of data in street traffic is for the ultimate purpose of exercising good sound judgment as to the kind of pavement for the kind of traffic it will have to bear. So far

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as I have been able to observe in this country, the data that has been reported has reference only to the tonnage, the vehicle, the weight, etc., and does not take into account the character of the street itself. By inference and incidentally Mr. Talbert in his discussion brought out one peculiarly noticeable thing when he said that a certain granite street was practically abandoned by motor traffic by reason of its rough condition. Now, we have such a thing as block stone streets in this country that are absolutely fine, the very best for travel, yet he mentioned one that is being tabooed by the traffic, so my suggestion is that when this uniform system is adopted, if by this convention, it must take into account the character of the streets upon which the data is gathered, in order that we may exercise scientific judgment as to the character of pavements that are selected for the particular places.

A. W. CRAWFORD, *Philadelphia*:

The introduction of the motor has intensified two problems—one is the intensive use of the city plan in the center of the city, the other is the extensive use of the automobile and the motor truck, which is expanding the area of our cities from ten miles to at least twenty miles. We have a zone around cities of at least twenty miles from the center of the city, for which we must plan; in other words, while the intensive city plan is an acute problem for the next four or five years, suburban planning is made even more acute to the city planner who looks fifty years rather than five years ahead. The automobile in its best result is causing the diffusion of population twenty miles from the city, both circumferential and radial. We must secure parks and playgrounds. I know in Philadelphia there are several parks we have had in mind that we must get before they are taken up by private residences in the next five or six years, and become more expensive.

We must limit the number of houses per acre, and by the way, the last report of the Census Bureau of the United

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States gives some suggestion of what that is becoming. They show that in twenty-five metropolitan cities, the rate of growth from 1900 to 1910 was thirty-three per cent., while in the same cities the rate of growth of the ten-mile zone around those cities was forty-three per cent., showing how the automobile had already begun to diffuse the population.

I think Mr. Lewis' paper has been interesting and suggestive, but that most of us seem to think that the motors must, in the center of the city, be made to fit the city plan that is in existence, rather than the city plan should fit the motors.

HARLAND BARTHOLOMEW, *St. Louis:*

I will confine myself to a discussion of the traffic end of Mr. Lewis' paper. As a concrete instance of what traffic will actually do, not long ago a census was made upon a new street known as Plank Road, which leads from New York and Jersey City to the central northern portion of New Jersey. Conditions were such as to give an excellent opportunity to study the eccentricities of traffic. The street was one hundred feet wide and passes through meadow land with houses on either side, a concrete wall preventing access to the meadows. Through the center ran a double trolley-line occupying about twenty feet; on either side was a six-foot walk. On the southerly side or to the right was a new granite block pavement of the latest construction. To the left was a wood block pavement of equally good construction. As the traffic approached in either direction, it had its choice of using either pavement. By keeping to the right, the traffic going to New York would use the granite block pavement, and the traffic coming west would use the wood block pavement. By actual count extending over seven consecutive days, it was found that seventy per cent. of all traffic used the wood block pavement. Ninety-five per cent. of all automobile traffic used the wood block pavement. The horse-drawn traffic showed a slight percentage in favor of the wood block pavement. Conditions were such that the traffic would naturally be divided fifty per cent. on either side, but

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the counts show conclusively that traffic preferred wood to modern granite paving. It was found that even heavy traffic showed a preference for wood pavement.

With regard to standardization of traffic figures, the Traffic Committee of the American Society for Municipal Improvements is now making a canvass of the large cities of the entire country, seeking methods of taking traffic censuses, hoping thereby to establish a standard for all. This data has been collected but not assembled at the present time, and any additional information will be appreciated. We find to date that there are only five cities where traffic counts to any extent are being made, New York, Philadelphia, St. Louis, Baltimore and Buffalo. Philadelphia has by far the most complete system. St. Louis has recently taken a complete traffic census, and there has been devised, for reasons of economy, what I believe to be the best system for taking a complete traffic census.

Mr. Goodrich did not begin to approach, in his statement of Newark, the large gain there. In a count covering 107 points, it was found that there was a gain of 23.8 per cent. in three years, and this growth was distributed, with the exception of the main street, which is Broad Street, in a very equitable ratio. Broad Street has recently been repaved with wood block pavement, and on that street traffic has increased over fifty per cent. The two adjacent streets were the only places where a decrease of traffic occurred. In the count of auto trucks, the average weight of the trucks was observed to have decreased, a remarkable fact, the number of same having increased over 200 per cent. in the three years.

EUGENE W. STERN, *New York City*:

Mr. Lewis in his valuable and most interesting paper gave some statistics showing the comparison between horse and motor vehicles in London.

Recently I had occasion to collect figures for the United States, which may prove of interest. The figures that I am about to give are official.

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Since 1870 and up to date the ratio of horses and mules in use to the population has been nearly constant, being about one animal to *four persons* of the population. The curve of ratio of animals to population is almost a horizontal straight line. In other words, as the population increases the animals increase. For motor vehicles the figures are available for only from 1904 to date. In 1904 there were less than 40,000 vehicles. On January 1, 1916, there were 2,400,000 motor vehicles in the United States, or about one motor vehicle to every *forty persons*. The curve of increase of ratio of motor vehicles to population is not a straight line but a parabola upwards. In other words the increase is accelerating.

We can not close our eyes to these figures, and we must, in planning for the future, try to imagine the conditions in our cities 25 years hence. If we plan only for to-day in a very few years our work will be out of date.

Beyond question the motor vehicle is an extremely important factor in our everyday life and is already bringing about economic changes which promise to be as far reaching and important as happened when the steam railway was introduced about 90 years ago.

Some developments of the uses of the motor vehicle in recent months have been highly significant. For instance, a great deal of merchandise is now being hauled to New York from points as far west as Philadelphia and Bethlehem by motor vehicles, on account of the freight embargo, and is being handled very expeditiously and economically. From New York motor vehicles are delivering goods 100 miles out of the city, competing with the railroads as to price and delivering even more promptly than by express.

There is abundant and convincing evidence to-day to show the immediate and rapidly increasing use of highways as soon as they are improved with well paved surfaces by both pleasure and commercial motor vehicles.

However, while we should strive to take advantage of the possibilities of the motor vehicle to the utmost and place no unreasonable restrictions on its use, we can not ignore the

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great damage being done to pavements by excessive wheel loads, and Mr. Lewis very properly calls attention to this matter.

Only recently, in the Borough of Manhattan, New York, an example has occurred of great damage caused to the very best granite pavement by the excessive wheel loads of a motor-drawn tractor carrying stone from the subway excavations. The load on the rear axle was about 10 tons or 5 tons on each of the wheels, which have steel tires and are 4 feet in diameter x 8 inches wide. This equals a load of about 1250 pounds on each inch width of tire. The vehicle travels at a rate of about 6 to 8 miles per hour and has very poor springs. These steel tired wheels have actually ground holes in the granite pavements in the comparatively short time of about six months.

But very little damage has been caused by rubber tired wheels, asphalt pavement standing the traffic very well. On Fifth Avenue, where the traffic is as heavy as on any street in the city, although the great majority of vehicles are light in weight and have pneumatic tires, there are a great many motor buses with solid rubber tires, the load on each of the rear axles being about six tons, equivalent to 600 pounds per inch width of tire. There is no especial indication of excessive wear and tear on this pavement.

My own observations have shown that there is on well built pavements very little damage caused by motor vehicles on rubber tired wheels, but that practically all the mischief is done by steel tired wheels.

It has been suggested by one of the speakers that we use on parkways wide steel tracks. I trust that this recommendation will not be carried out. Some years ago on one of the streets in the lower part of New York City this was tried and proved a failure. Every track in the street is a source of trouble and additional expense in maintenance and prevents freedom of movement of traffic.

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W. I. PRINCE, *Duluth, Minn.*:

It occurs to me to say briefly that in the city of Duluth we have overcome very largely at least this problem of the cost of additional wear and tear of our streets, whether paved or not, and we have accomplished it by a wheelage tax. This tax is in the nature of a license. These vehicles, whether horse drawn or motor driven, make unusual demands upon our streets, even our roads and our pavements; therefore on the basis of that fact we levy a wheelage tax, based upon the number of horses, one, two, or three, or perhaps four, or the horse power of the motor driven vehicle. This adds about one-fifth in total amount to the amount we include in our budget for the maintenance of our streets, and for us, a city of a hundred thousand people, it answers quite well one of the questions raised in the splendid paper we have listened to.

JOHN P. FOX, *New York City*:

It seems to me that the hope of traffic improvement lies not in wider streets or elevated or underground through traffic streets, but in providing better traffic regulation. I am sorry Mr. Goodrich did not touch on this, because he has worked out an excellent plan along these lines. The chief trouble with traffic regulation to-day lies in the long interval between traffic changes. The delay to vehicles varies directly as the frequency of traffic changes at cross streets. If your traffic crosses every minute one time, and every two minutes another time, your vehicles have to wait twice as long the second time as the first. The delay is greatest in the large cities, because, as the traffic increases there is more congestion at the crossings. This is most noticeable in London. The remedy is to eliminate the human element by relieving the policeman of the necessity of counting the number of seconds between traffic changes, and Mr. Goodrich has worked out the most ingenious arrangement for doing this which is an automatic traffic signal. This tells the traffic policeman when to change the direction of traffic. The ideal

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frequency of crossing is twenty seconds; it can be from twenty to forty, but the best interval is twenty.

The ideal system, then, is to have a signal show the policeman when to change the signals. Let the traffic on each street cross for twenty seconds. To accomplish this Mr. Goodrich suggests having a synchronous system of signals, which will change successively from safety to danger along the avenues so that vehicles will run along the avenues at a uniform speed in groups, with twenty second intervals between. In those intervals the cross traffic can pass or make turns, without delaying the main line of traffic. With some such system the traffic problem can be solved without the great expense of elevated roadways.

ARTHUR C. COMEY, *Cambridge, Mass.:*

I think all these theories that the density of traffic is going to be reduced in the center of the city because vehicles go faster are ephemeral and that the relief is going to be temporary only. In a very short time the leeway given by the increased speed and the correspondingly increased amount of traffic that can be handled is going to be taken up by an unusually rapid increase in traffic, and the traffic problem will be worse than ever. Of course everybody is going to be immeasurably benefited by that increase however.

A more important point that I want to bring out is that the unit of width of a line of vehicles which we lay down in our street cross sections, with their pretty little feather-duster trees, is too apt to be considered uniform as though that were the end of the problem. I don't know the percentage of large trucks, perhaps Mr. Lewis can tell. How often, except on commercial streets, are two trucks or four trucks going to be abreast of each other? At least ninety-five per cent. of the time the eight-foot truck is going to be abreast of the five-foot automobile. Furthermore, the truck goes slower, so it does not need a wide clearance. An automobile can clear a truck at six inches, whereas two automobiles at high speed would need eighteen inches. Therefore unless the trucks

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show a strong tendency to increase beyond eight feet in width, nine feet seems likely to remain for a long time sufficient as the unit width of a line of vehicles.

JOHN C. OLMSTED, *Brookline, Mass.*:

I have only two suggestions to make. One is in regard to the maximum length of blocks. It seems to me the practical rule would be, inasmuch as a large part of the country is laid out on the quarter section line, to make the length of the blocks an eighth of a mile. This has been adopted quite extensively by land subdividers throughout the western cities. The other question is to put off the time when radical and expensive means will have to be adopted to handle the increased traffic, and for the present, that organizing it with reference to the hours of the day would have some beneficial influence. I refer to the maximum number of swiftly moving automobiles apparently occurring at certain hours of the day. It might be possible to regulate the movement of slow moving vehicles, so as not to conflict with the moving of swiftly moving vehicles.

FINANCIAL EFFECT OF GOOD PLANNING IN LAND SUBDIVISION

J. C. NICHOLS

Kansas City, Mo.

When the well known real estate operator of New York City, Mr. Harmon, visited Kansas City about seven years ago, we had about seven or eight hundred acres blocked out for higher class development. He came in to spend a little time between trains, and spent three days. I noticed he was rather reluctant to express an opinion on the project, but I finally got an expression from him at the depot as he was leaving town. He said, "Mr. Nichols, if you insist on my telling you, you can't possibly, in a town of this size, with the good residence property you have already, with a well distributed park and boulevard system, making a wide range of residence property—you can't possibly carry as large a tract of land as you have. The better you make your subdivisions, the more the assessor will tax your property. Restricting it as it is, your sales will be limited, and you will have a heavy investment to carry in your street improvements. I have had experience in thirty-five American cities and some cities abroad, and there is absolutely no way that your early sales will take care of your carrying charges." Since that time we have increased our holdings to probably 1,500 acres. We have increased our restrictions, increased our free space, and our property is still succeeding, but not without great difficulty.

I believe, if you will consult nine out of ten high class subdivision men of the United States, that they will all agree that up to the present time those subdivision men would have been better off, if, when they started their

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proposition, they had made a gift to someone of the last twenty-five per cent. of their land to be sold. If they knew which twenty-five per cent. would be the last property to sell, which would have the longest carrying charges, if they could get rid of that carrying charge by giving it away, they would have saved money. It is the carrying charges of the last twenty-five per cent. that take away the profit on the earlier sales.

It is not with any assured success that you can exercise the better planning in high-class residence property, but my final opinion is that it is winning and is going to win in a greater degree, as I shall attempt to show. But I want to express my opinion that it is not near as sure as ninety-nine men out of a hundred that are not actually in the high-class subdivision work seem to regard it to be. And I want to make a practical appeal, in city planning in general, to pay more attention to the planning of residence property. Eighty to ninety per cent. of our city property is covered with residence districts, and yet ninety per cent. of the discussion in city planning conventions I have attended is directed to traction problems and downtown development. So I am going to eliminate land subdivision as applied to business property, and simply consider it as applied to better residence property.

In considering whether or not good planning pays, for land subdivision, I wish to divide it into two classes, as Mr. Nolen has done so well in his recent book: First, what the saving would be in the land; second, whether or not it creates value enough, whether or not your prices can be advanced sufficiently rapidly to take care of the cost of carrying your land long enough to put it on the market. As he said, we must consider first the operator, the value to the man that first puts the land on the market; next, the value of the land to the man that buys it from him; and next, the value to the system as a whole.

To my mind there is great need of planning with reference to residence property, speaking of it in the broadest terms.

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If we could prevent the abandonment of residence property, I believe we could save millions of dollars a year. I believe it is one of the most appalling losses in the economic life of the United States to-day, and there is so little actually being done in the study of methods by which to stem the tide of the great abandonment of residence sections. And in addition to that, look at the immense percentage of vacant land in every city, which is far less than paying its carrying charges. I am not certain that it should always pay its carrying charges in the interim while it is getting in the condition of being improved for homes. But the fact is that we have a colossal loss per year in the abandonment of residence sections, and next, our immense percentage of vacant land in many cities, and particularly in the higher-class developments, is not paying its carrying charges to-day. You may think that real estate men are making a fortune in high-class subdivisions. Their vacant land is seldom taking care of the carrying charges, and every subdivision that is on the market to-day has to give consideration to the loss of time.

What phases of city planning apply to our subdivision problems? Mr. Ford pointed out the other day, in one of his addresses, that in the average city ten per cent. of the time each day is lost by poor street layouts. Little consideration is being given to connect your city and your layout of streets in your subdivisions with outlying towns, with industrial centres and the outlying parts. Little consideration is being given to the country roads which, in a few years, will become a part of the city. There is no one fact demanding more attention from the city planners to-day than the consideration of the property just beyond the city limits. In New Orleans the other day I pointed out to the real estate men that I thought this was one of the most important features of city planning. I said:

"City planning looks ahead and provides for the future development of the city. It looks beyond the present city limits and foresees the demands of the still greater city. In

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fact, the heterogeneous, inharmonious masses of beautiful country estates and modest suburban homes, mixed with truck gardens, quarries, rubbish dumps, slaughter houses and other tag ends making up the usual suburban belt just beyond the limits of most of our cities, present one of the most crying needs for fore-planning. And while we are in this room, our associates at home are filing plats beyond our city limits with no regard whatever for the city as a whole, or the future needs of the city."

In how many subdivisions of the country is there ample provision being made for playgrounds, parks, the location of car lines, schools, market houses, store centres and the general conveniences surrounding residence property? As Mr. Kessler of Kansas City can bear me out, in a recent extension of the city limits to get parks and other property under city control, the city acquired by gift half a million dollars' worth of land, land the condemnation of which at that time would have cost half a million dollars, and I venture to say that if it had been allowed to run ten years, it would have cost five million dollars in overcoming the street layout and the difficulties which were avoided by securing the land in advance.

Another thing that to my mind shows a deplorable lack of planning in our subdivisions is the constant result of the lack of preservation of any of the interest and charm, the historic feeling, the peculiar individuality of property, the personality that any piece of ground has had. Go to Forest Hills, or any of the better subdivisions throughout the country; they preserve a certain individuality, a certain feeling. They preserve the rocky ledges, the trees, the contours of the land, but in how many subdivisions to-day is any regard being given to keeping that property in a harmonious, friendly feeling with the people who are going to live on it? They cut great gashes through their land in the rectangular street planning system; no attention is given to the circulation of the air, to the vistas. And the cost of planning for this would not be over one-tenth of one per cent.

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of the total value of the property, while any of you will pay three to five per cent. for architectural planning for a mere garage or barn. The very question of loss of light and air, which was probably the fundamental, underlying principle of the proposed districting plan of New York City, is practically unregarded in the great majority of residence subdivisions in the country to-day. There is an absolute disregard of any street layout to secure the safety of the streets for children. You will open up a street and invite the most dangerous kind of traffic, and yet expect to sell the property on that street to parents with many little children in the family. There is a lack of building lines, a lack of protection of the views, an absolute lack of architectural development in connection with the street layout, in harmonious or group planning of houses. And very often a man who may have put the income of his lifetime or the result of the labor of years in a house, can be ruined by the placing of a most inharmonious piece of architecture next to it. And there is very little effort to control the location of poles and other street appurtenances that mar the beauty of houses.

And then there is the difficulty of loans. The average loan man is very reluctant to lend more than forty or fifty per cent. on the value of residence property. He says, "This is a good district to-day, but in five years it will be greatly depreciated in value."

In our Country Club District subdivision in Kansas City, it seems to me we have made a practical demonstration of the value of good planning, as is shown by its effect upon the banks and insurance companies, simply because they feel that by our planning we are securing values, stabilizing values. If it is a good residence site to-day, we believe that when that loan comes due, it will still be a good lending proposition. In providing good residence sections, we are fixing certain centres for business purposes, for schools, for country clubs, and all the things that go to make a well rounded residential property, and if we have provided in an ample degree, there is every assurance that the residence

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property will be as good twenty-five years hence as it is to-day.

The greatest evil, in my opinion, of the lack of planning in land subdivisions, is the general use of the rectangular method of street planning, and the standardization of sidewalk, street and paving widths. Twenty-two to forty per cent. of the entire area of the land within the city limits of our cities is given over to streets and public uses. It has been stated that the value of the land in streets and other improvements in New York City equals one-fourth in value of all the farm land in the United States. Every municipal officer has no greater consideration, in the expenditure of the money collected from taxes, than of the manner in which the streets are provided and in which they are improved. In Kansas City I believe there have been at least twenty or twenty-five millions of dollars wasted in unnecessary street paving and widths in residence property. We have a general plan of making our paving thirty feet wide, including the curb and gutter, throughout the city. There is practically no differentiation of the width of the paving, or the sidewalk, or the whole street area, according to the functions and needs of that city. And yet it is just as easy to foresee the future needs of a street as to foresee any other future needs. And by the providing of certain highways of one or three hundred feet in width, with big set-backs of the residences facing thereon, with the building line restricted, there are any number of ways in which we can provide traffic ways and boulevards throughout the city that will take care of any possible requirements.

The greatest possible use, the greatest possible need of a quiet residence street, is three lines of traffic, providing for a vehicle on either curb and an open line in the centre. For many years I made my streets just a little narrow for four lines of traffic, and just a little wide for three lines. Before we were taken into the city I made my sidewalks four and four and a half feet wide on my minor streets. We had a city ordinance which required five-foot sidewalks, and after we

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were taken into the city I had to begin building five-foot sidewalks. I have never had any objection from anyone living on a four-foot sidewalk, yet we have a city ordinance providing that every walk laid must be at least five feet wide. It is the differentiation of these widths that we want. It is a great economic saving to the whole city, by the greater facility offered of taking that extra foot where it is not needed and putting it where it is needed. The same thing applies to the grading and everything that goes on that street.

And the same argument can be made against the standardization of lot widths and lot depths. I can imagine nothing more absurd than feeling that we are going to force everybody in this section of a city to have the same width and depth of lot. What opportunity do you give for any individuality, for any real street picture, if you have simply a mere rectangular plat, square, all the lots alike? I want to read again from a certain part of my New Orleans address about the street layout as I applied it to my own property.

"The common rectangular street platting is the main cause of our unwise standardization. It is known to all of us as the checkerboard or gridiron method. It is simply and unthinkingly applied to cities regardless of topography, building site, strategic lines of communication, uses or needs.

"It is wasteful, extravagant, inelastic and an absolute failure in fulfilling the real purpose of a street plan. You may as well try to make one suit of clothes fit all sizes of men. It affords so little recognition of the real functions of streets in a city that generally the quiet residence street, with a few vehicles a day, contains almost as much land and improvements as the most congested street of the city. It has no regard whatever for grades and contours, not only causing immense expense in street building and handling drainage but also involving great cost in bringing adjoining properties to proper levels. It also renders monotonous and stereotyped our American towns, destroying all of their individuality, natural beauty and charm. It involves an immense traffic burden for industry in requiring traffic to travel, regardless

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of hill or valley, the greatest distance between two points, in every movement of trade. What one of you, while still a boy on the farm, failed to hit out diagonally across the field to bring home the cows? What railroad increases its length? What bird in the air, fish in the sea, or even the savage beast in the forest so handicaps itself by rectangular movement? We alone are willing to suffer under a system that has little defense except custom, and the fact that rectangular plats are so easy to make—our office boy can save us the nominal expense of an engineer and entail millions of dollars of loss to future generations.”

I think I will also read another extract pertaining to streets:

“Purely residence streets are and should of course be well related to the main boulevards, business streets and trafficways, of ample width and easy grades. The plan of these residence streets should eliminate alleys, follow the contour of the land, be fitted to the lots and blocks, affording sites of interesting shapes, and permitting individual landscape treatment. These streets should be linked together and well related to the main thoroughfares, so as to be most easily found by the casual stranger. They should preserve and reveal vistas, creating street pictures instead of the stiff monotony of the usual rows of houses and garages.

“Closed street views, so interesting in the medieval towns, should be frequent, and, wherever possible, architectural accent should be given the street by building fitting homes on the axis of its best related approach.

“These streets, or any character of streets, should not extend for a long distance in the direction of the prevailing winds.

“Triangular parkways at appropriate street intersections add interest to the street scene as well as serve as traffic guards and dust shields.

“Building lines should not be uniform, but should be varied according to site and view; blocks should be treated as a unit and whenever possible harmonious group planning and collective building should be carried out. Local residence streets

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should have a cosy, domestic character, quiet, self-contained and garden-like, creating a charming suburban feeling, affording sunshine, with ample free space to every home—a residential triumph of our modern cities.

“Such local residence streets, free of poles and overhead wires, should have economy, picturesqueness, healthfulness and convenience, and create a homelike atmosphere, exclude industrial encroachment, fix permanently the residential character of the place, and establish security of value.”

Another great need in land subdivision is the wider application, in a municipal way, of the districting or zoning system. Millions of dollars are being lost in every high-class subdivision by the lack of proper districting and the consequent invasion of injurious uses into the property; the failure to segregate certain parts in them for certain purposes, and the generally haphazard development that we all encounter in our boundary lines or upon pieces of property within our boundaries which we do not control. I hope the plan that is being applied in New York will be successfully carried out; I believe it is the most forward thing in city planning that is before us to-day. If they can establish their districting plan in New York City, then certainly we can get the municipal aid that we need in our land subdivision work throughout the entire country.

I have tried to point out a number of the things which ordinarily are not done in subdivision work that should be done. It is a hopeless task to point out a great many things we have failed to do, without suggesting some of the constructive things that can be done. I want to say to this City Planning Conference that unless something is done to make it pay better, to do planning and better work in land subdivision work, the cause will largely be defeated for the lack of good financial results.

Now, I believe that there are these reasons for success. I believe that we are gradually beginning to realize, that the men doing subdivision work are gradually beginning to realize that good planning does create, does stabilize land

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value. In my own property, after almost ten years of development, and a development that represents over twenty-five million dollars, we are beginning to raise our prices in the last one or two years at a more rapid rate than we have ever been able to do before, and yet we have miles of good competing residence property in our city. We have one of the most complete boulevard systems in the city, we have splendid residence sections. It is not because we lack competition, and yet people are beginning to appreciate, after many years of work, that there is an advantage in having a neighborhood that is congenial. As I said before, the loan companies are beginning to put a more secure value upon our property. I have a feeling that in some way the Americans have such an instinctive love for their homes that once they get this fact thoroughly drilled into their minds, they will be willing to pay for giving their families the very careful surroundings of which we are talking.

But this private planning must have municipal aid. In my property we have five or six miles of boundary. We have several millions of property around that boundary that is absolutely subject to the unregulated development of the property across the road. And yet there is absolutely no protection to my property from what may be done on those lands. Now, this is different from merchandise or live stock, or anything else in fact, because there the value of the product does not depend upon the environment of your wares. The value of residence property is entirely sentimental, at least a large part of it, and the value of the residence property that is offered in every city, is dependent upon what is across the street or in the next block, or even two, three or a dozen blocks away. Now, how in the world can the private developer, without municipal assistance, expect his property to succeed, if he is to work with unregulated development all around him? Suppose a man builds a little home on a lot of fifty or sixty feet. Suppose at the back of it he gets the back end of an enormous flat, cutting all of his light and air away; the man who built

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that flat sold something that didn't belong to him. He wouldn't have built it if there had been a flat built in the next lot; he wouldn't have come along and covered this entire lot if the next lot had been covered also. The reason he built it was because there was a lot of free space there provided by the other man. Now, we must have municipal regulations in order to protect such investments.

Another thing that is going in the long run to make better planning successful is the cumulative effect of residence work, just as it has been pointed out that in time a civic group of buildings, besides being the home for the public life of the city, would give the greater cumulative effect of many buildings. Many of these subdivisions over the country that have been struggling for years to keep up carrying charges on their unsold land have suffered because the more carefully you restrict your property, the more you lessen the number of people that can buy that land. The constant effort of the operator is to try to get surroundings that are entirely congenial to what he has placed upon his property, and to do that successfully we absolutely must have municipal control of the surroundings on the adjoining lot. If we cannot get the cumulative effect of a harmonious home on the next lot, we have lost one of the most important kinds of value created.

Another thing in the better class of subdivision work is that ordinarily, by the common method of subdivision, your subdivision is no different than any other man's subdivision. There are thousands of acres around any city, of the commonplace type. The very minute that you create a little more distinctive feeling in your property, you gain one of the greatest essentials of value in the creation of the limitation of quality. No article of an unlimited quantity ever has a great value. Now, if in developing our subdivisions, we can limit the quantity of certain classes of property, if we can create the feeling that we have a monopoly of that class of property around a little plaza or square, if we give the prospective buyer notice that if he doesn't buy that

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property to-day somebody else will buy all that is left of it to-morrow, we are assisting in the sale of that property, and the man that has it won't give it up except at an advanced price, and we can raise the prices of the adjoining property.

Another thing that I think is going to be of great force in making the planning of subdivisions more successful is the creation of a greater home interest. To me it is a deplorable thing, especially in our western towns and counties, that any man will offer his home for sale. His wife and daughter may have carefully planned it, with the aid of the best architects and landscape artists. He builds and moves into it. Some fellow comes along and says, "Will you sell your home?" "You bet your life; I will sell anything I have except my wife and children." That is a common expression. Now, we will never get the best valuations in residence subdivisions unless we get more home feeling. I am selling my ground and raising my prices, I am educating people to have more birds around their homes. I brought a man from Massachusetts to lecture on birds. There are 1,000 bird-houses on our property. I give prizes to the children, I get the whole people to thinking about birds. They become more interested in their homes. They carry that interest into the flower-garden. They have stopped calling anything a backyard. We are talking about the street side of the house and about the garden side of the house, and when we talk about the garden side of the house, a man gets ashamed of his garbage can or an ugly back porch, as something that is an offensive view to his neighbor. He becomes more interested in planning for flowers and shrubbery. He wants to wait and see that tree grow or that bush grow. He gets a more than commercial interest in the property as a home where he is going to live.

We have had lectures on interior decoration, upon architecture, upon vegetable gardening, landscape gardening, oriental rugs. You see everybody must get to thinking about such things. Heretofore, they go down to the store

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and say, "I want an oriental rug, I will take that one." Now, we should make people think about the things that make up their home, make it an expression of their lives, and get their little children interested in them—it is an awful thing to raise children and have them think, "Daddy doesn't own anything, he is here to-day and there to-morrow." They have no playmates with any lasting feeling in life, they have no chums of their youth. It must be the same in your town. It is the same in Kansas City, people move pretty nearly every month it seems. It is most discouraging. We think everybody on the street is a permanent family, and I get down to the office next morning, and the first letter I open is "Nichols, I want you to sell my house." "Why?" "I have a chance to buy a little stock in my company, or buy a little mining stock or oil stock." And he is perfectly willing to have his family move from their home and from congenial companionship, in order to get a little more money to speculate in oil and other stocks. We have to get value in our subdivisions by getting people interested in their homes. In the last two years that has been my paramount thought. For example, I send out a card with a picture of a quiet residence street. The thing I point to is a quiet place where the children can take their naps in the afternoon. It creates value and keeps people interested in the property.

It is no use assuming that it pays big to plat high class property. The fact is that it hasn't paid as well as cheap, unthought-out developments. The men who have been doing that have made more money than I have, but I am going to beat them in the long run. They have done the same thing in Birmingham. At a meeting last night the question was passed around the table, and every man there said that the men in their towns who were doing the unregulated work and the unthought-out plans, were making more money than they were, and they questioned whether they would ever make any considerable money because they had carried their land ten or fifteen years.

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Another thing I want to refer to is the fact that we forget the great economy in our first cost of production. The ordinary real estate man, getting ready to plat ten, twenty or forty acres, never gives a thought but that he must make his sidewalks five feet wide and follow the other dimensions I mentioned a while ago. He sends somebody down, and they make a plat. They call an engineer, not a landscape man, and he lays out his streets perfectly square, and puts on the property in the very beginning the burden of increased cost. I am reducing my improvement cost, and so are other good subdivision men. And the property that we are putting on the market to-day, the same property we have had difficulty in carrying for a number of years, is going to be easier to carry from now on, because we are not spending so much money in the narrower minor streets, but we are spending more money along the boulevards and parks and things that create interest and add character and distinction and feeling to that locality.

Now, we must, as I said before, have more careful districting. We must have a greater regulation of the store centers. And another thing, the subdividers themselves must not just go ahead at random. In a certain place in Shaker Heights yesterday I asked, "How far are we from a store center?" "We are two miles from a drug store." That is a great economical handicap to put upon that section. In other localities, in other cities, I have asked how far it is to a school. "A mile or a mile and a half." There has been no general control in planning, no relation between the general planning of that part of the city. I have had an awful time in Kansas City in getting the churches to select localities in my property. I have told them there would be 25,000 people there in a few years. I couldn't even get the ministers of the town to see that there was any occasion for a church in that part of the city—knowing me. The other day a minister away out in the northeast part of the city where we had been a pretty serious competitor, preached a sermon on the lack of churches in the Country Club district.

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The public are beginning to realize the need of co-operation in these things. We haven't had it. I doubt if any subdivider has had proper co-operation from the school board, from the churches, from the street railroad companies, in carrying out a planning scheme. But I believe that the time has come that this spirit of city planning is creating a fundamental feeling in support of the things that the subdivision man is doing, and I think he has a different problem, and that the most hopeful thing we have before us is the fact that there is a city planning instinct going over the country. We are getting co-operation from the city authorities, from every civic organization, everybody who controls the location of any public building. No longer do they always place it where some politician or some political interest wants it, but they ask, where is it best for the city? With that kind of co-operation we have a different problem in laying out our residence subdivisions, whether for the wealthy man's home or the poor man's home. And I want to add that in the majority of cities the land set aside for the poor working man is the highest priced land in the city. There is frequently a great waste of street cost. The man less able to pay often suffers the greatest from our wasteful rectangular street layouts and our general development of that part of the city.

There is just one other thing. I believe that the work the subdivision men have done in this country has been, in a certain degree, the foster mother of the city planning movement. The fact that we have struggled along for many years with practically no co-operation and are beginning to make it win, has given the city planners courage to look at the city as a whole, in the same way we have looked at our own subdivisions.

Now, with this co-operation that we have given you, we want you city planners to again realize that a great part of your work of city planning turns on how to help us make our land increase in value rapidly enough for us to afford to do the best things in city planning, and make them

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permanent, and mark up our prices to enable us to meet our carrying charges. Mr. Kessler agrees with me that in all the cities he is working in he finds the best co-operation from the real estate men. In the convention in New Orleans the other day we had a thousand delegates, and I tried to cover this subject in a small way, and it was wonderful the interest that the real estate men from all parts of the country took in the city planning movement.

I don't believe that this conference is getting the right sort of co-operation from the real estate men. The whole work of the layout of the city in general is largely the work of the real estate men, and the tearing down or building up. And every landscape architect makes an immense mistake when he simply tries to cram down the real estate man's throat certain ideals of his own, and doesn't take into full consideration the cost. When a real estate man tells you it can't be done, don't tell him arbitrarily, oh, yes, it can be done, but show him that it can be done, at no greater cost. Help him get started, so that he can work it out and make it pay. I want to assure you that the ideals of the men engaged in the real estate business in this country will respond to your suggestions, and in the next few years we will get a better grade of land subdivision in this country, on a better paying, financial basis.

DISCUSSION

THOMAS W. LARWOOD, JR., *Cleveland*:

In preparing a map of Shaker Heights, Cleveland, in co-operation with other real estate men, it has been surprising to find how extensively restrictions have been included in the plans of subdivisions. A large part of the area included in Shaker Heights is restricted to one-family detached dwellings so common in the city. In some allotments houses for two families are permitted and in a few, apartments for four, six or more families are allowed. The entire area shown is restricted against business and all other buildings except those for

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residence purposes; but this restricted area does not include the sections containing the cheaper workingmen's homes. This area has not only been sold but, except in very few instances, has been quite thoroughly built up. Just what effect on the money value of this land these restrictions have I cannot gauge in percentage or in dollars. It seems indisputable, however, that by eliminating the possibility of encroachment of objectionable neighbors over such an extensive territory, thereby making that area more desirable for residence purposes, it must have enhanced the value of that land, else it would not have been sold so exclusively to the home builder. Such being the case, who can raise a doubt as to the important part which protective restrictions play in the plans for making our allotments financial successes.

The effect of these restrictions works two ways:—directly, by making our residence property more valuable for residence purposes, and indirectly, by limiting the frontage available for business, thereby making that frontage more valuable. This is seen in many of the older unrestricted thoroughfares where house rents are depreciating by reason of the proximity of business and where store rents are low because there are three times the necessary number of stores.

An interesting impression received from a study of conditions has to do with the revolutionary character of the change from older methods. In the subdivisions laid out more than twenty years ago we find few restricted areas. In two of the streets of these early subdivisions restrictions were placed by the original allotters, while a third street was restricted by mutual agreement of the owners after the street had been built up. In the last twenty years I do not recall a single good street which has not been restricted by the original allotters.

But the importance to this meeting of the situation lies not more in what restrictions have already accomplished than in their suggestiveness. We have always looked upon the ownership of a parcel of real estate as giving to the owner

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perfect and complete right to use or abuse his land about as he saw fit. This has been considered as almost a sacred possession and has been held one of the desirable features of this form of investment, but here we see the purchasers of this vast area voluntarily surrendering a part of these rights; entering into a mutual agreement with their neighbors for the common good. Does it signify that we are becoming more altruistic—voluntarily so, through educational process? Does it signify that we are on the road to a communistic or socialistic basis? These possibilities have been suggested by a former president of the Real Estate Board. However this may be, it seems to me that it does point out one suggestion of great value in our field of city planning, for it offers a solution of the problem of protecting our home regions in comforts, appearance and in the money value thereof.

Having done so well here, may we not look forward to the time when by the voluntary surrender of a part of their rights by realty owners, other civic problems may be solved, heights of buildings, for instance? If you will educate the real estate men they will by their advertising and aggressiveness carry forward almost any good idea.

In answer to the question, how long will the courts sustain restrictions, Mr. Larwood said: Courts of Ohio are rather inclined to rule against restrictions at present, but there seems to be no general principle covering decisions. In a number of cases restrictions have been removed; in a number of other cases, where one would think there was justification for removing restrictions, it has not been done. It might be possible to impose a permanent restriction, but I think the chances are that there would be very general objection to it. I have found it in my experience very difficult to get property holders to re-establish restrictions which have once expired.

Mr. Nichols: In the Country Club District we have not used perpetual restrictions for two reasons: First, we were afraid the courts would not uphold them; and, in the second place, we were not sure that we wanted perpetual restrictions.

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If we had made a restriction a few years ago against garages or outbuildings, we would be up against it to-day. It may be that in ten or fifteen years we might want housing for aeroplanes. Unforeseen conditions arise, and we ought to do our restricting carefully. We have followed a plan for which I believe credit is due Mr. Bouton. He has put it within the power of the majority of property owners affected by certain restrictions to extend the restricted period for a certain number of years with the provision that the extension should be agreed to five years before the expiration of the restriction, so as not to leave any uncertainty.

It is the opinion of our lawyers that this kind of restriction would be upheld by the courts. We simply went one step farther. We put the burden on the men that wanted to abandon the restrictions, rather than on the men that wanted to continue it. Our property would be sold, we would be gone, we would have nothing further to do with the property. The original outlines may have been lost, people wouldn't know where the restrictions ran. We would put it so that the restrictions would continue for an additional period of twenty-five years, provided the owners of the majority front feet did not execute and file an agreement for the abandonment of any part of the restriction. They could end any one of the restrictions but still keep the others in force. That has not been tried out, but we have submitted it to a number of attorneys and we believe it will be upheld, because it is not a confiscation of property. It is of public interest to keep a restriction in a good neighborhood, and it seems to me the courts would uphold it so long as a majority don't want to end it.

G. F. Kasch, *Akron, Ohio:*

We have had about eight cases go to the supreme court in the matter of restrictions and in seven of them the principle has been sustained that if the restriction in the original plan had been uniformly applied the restriction would be held good. If, on the other hand, the platter varies the

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original restriction, the court will permit the doctrine of estoppel to apply.

In Cleveland there was the Windemere allotment case. When the Cleveland street railroad line was built, the line was projected to the back tier of the allotment. The people in that last street, whose property was going to be taken, whereby the restrictions would be removed on that one tier of lots, didn't object in time, they waited until the work had been done and the lands so located that to change them would make it very expensive. They enjoined the procedure later on. The lower court held that they had a right to an injunction, but the supreme court reversed that and said that the people had waited too long for the remedy by injunction, but they could still sue for damages for the injury caused to their lots facing that road.

I believe the perpetual restriction scheme is the best. Then when the character of the property changes, the courts can determine, in the light of public policy, whether those restrictions should be maintained or not. If sixty per cent. of the people vote to continue the restrictions, and the other forty per cent. don't, it would be absolutely confiscation of property, I believe, to take away the right from these forty per cent.

E. H. BOUTON, *President, Roland Park Co., Baltimore:*

I want to challenge one inference often made in the discussion of the subject of land subdivision: That the "burying of the corpse" so to speak, the getting rid of the remainder in the marketing of a sub-division is more difficult where there has been good planning than in the ordinary type of allotment in which the planning has not been carefully studied. I don't think that has been proved; I don't think it is true. I have talked many times with Mr. Harmon on this subject—we all know how extensively his firm has operated throughout the country and that, though sometimes they have given us excellent examples of good planning, the greater part of their work has been done in quite the ordinary way. Now, in their

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developments, as with others, one of the very serious questions has always been the getting rid of this remainder. So we see that the problem is one that is present in all subdivision work, and my own observation has been that it is a less serious one where there has been devoted a sufficient amount of expert study of local conditions to produce a good plan than where the land has just been cut up into rectangular blocks with little or no regard to such conditions. The reason is manifest; because good planning just means the designing of the best plan for the subdivision of any given tract of land, taking into consideration all the attendant conditions, including, where it exists, the necessity for rigid economy in available building space and in development cost. It doesn't necessarily mean expensive improvements and you can do good planning, with all its advantages (including economy) just as well in the sub-division of cheap property—and without restrictions for that matter—as you can in high-priced property.

I believe that what has been said, and acquiesced in, in regard to the greater profits that have been made by operators who take no interest in good planning, is the result of a confusion of ideas; that good planning as opposed to poor planning is confused with cheap property as opposed to high-priced property. The reason why poorly planned property often sells quickly cannot, of course, be because it has been badly planned; it is because it is usually sold, not only to a much larger public, but to people who buy more freely, who, generally speaking, are not as good bargainers as the men of larger affairs who purchase the better class of property. They therefore pay high prices for lots in a subdivision on which little has been spent in improvements. Our purchasers are more discriminating. They demand to know what they are getting for their money. We have got to give them well paved streets and create and maintain conditions that will make the property intrinsically worth the prices we ask for it. It isn't, then, the absence of a good plan that often enables operators in cheap property to make money; it is that they

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are dealing with a class of people who are not good buyers, and who, it may be added, have seldom been given the opportunity to buy in a well-planned, cheap subdivision.

There is another reason, however, one that is very deep and fundamental, that adds to the difficulties of making profitable the development of high-class residential property. It has nothing to do with good planning, but being a condition most frequently present where better planning has been done, its effect in the minds of many may be charged to the plan. I refer to the necessity that usually exists in a high-class development of controlling a large area of land in order that a general plan and proper restrictions may be extended over the whole region.

We land developers are manufacturers; our raw material is the acre tract, the finished product is the building lot. We differ from other manufacturers in this, that an ordinary manufacturer, who buys a year's supply of raw material in advance, is considered provident. In order to protect a neighborhood we deliberately provide raw material for ten years or more in advance and we have to carry that burden. To my mind, this necessity for carrying large investments in land far in advance of their needs is the fundamental financial difficulty that confronts those engaged in the better type of development. It is true that in cities that are growing very rapidly, the increase in the value of the land ameliorates that condition for you; but where this condition exists at all, it is necessarily temporary in character. Land doesn't always keep advancing in value anywhere, and if in a city of normal growth, there is put upon the developer of land the necessity of protecting his situation by buying and paying interest charges on great areas of land, it becomes extremely difficult for him to make money. This is not because he has been doing good planning—it is axiomatic that a good plan is better than a poor plan—it is because of the conditions to which I have referred as being generally present whenever the development of a high-class residential neighborhood is undertaken.

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If our municipalities could be given power to district the city, so that protection could be afforded the various neighborhoods in advance of their actual development, the advantages resulting from the judicious exercise of such a power would extend over the whole city.

And then too, why not apply the principles of good planning to the cheaper property? As Mr. Nichols pointed out, the cost of good planning as opposed to poor planning is infinitesimal. If property is to be sold in small lots at low prices, such enterprises would necessarily prosper better financially if grading and paving costs were not increased and land wasted on streets of unnecessary widths, located without regard to natural topographical conditions.

We have had before us here two extremes—very expensive property, with expensive improvements, with restrictions and all the frills, and, contrasted with that the type of property that is sold out quickly, because to a different class of people, whose demands are entirely different, and who pay relatively more per unit for property than the class first referred to are willing to pay. But between those two classes there are all grades of prices, for people with all kinds of pocketbooks, and I feel like emphasizing the fact that if good, suitable planning were applied to all such developments, the financial effects could not be otherwise than good.

HENRY WRIGHT, *St. Louis:*

I am not willing to admit as might seem to be implied by the wording of the subject that we have actually arrived at a period of conclusively good planning, nor that much of the present planning is necessarily creditable, because at a casual glance it is different in many ways from our older standards. To be sure, some of our older methods were so irrational and exceptionally bad that it does not require any great degree of merit to entitle our newer practices to the claim of better planning. But as a general rule, we are still so far from attaining a really satisfactory standard of subdivision planning, we still fall so short

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of taking the best advantage of our plans when they are even fundamentally good, that I hesitate to allow our deductions as to their financial success to be too greatly swayed by the conclusions which we may draw from the results now at hand. I am not unmindful of the many meritorious attempts which are being made and, in fact, many individual attainments which are in part highly commendable and encouraging—but I cannot overlook the unfortunate restrictions under which we must all work and especially the lack of opportunity to bring the land purchaser to appreciate the full possibilities which lie in his individual contribution to the success of the project.

It is my purpose to point out what seems to me our present progress toward good planning and those elements in which the work of the designer and the real estate operator may to a larger degree be co-ordinated in producing a result which will be both creditable in design, and more certain of satisfactory returns.

I am inclined to feel that this line of work is such a large and important one, that we may look forward to a landscape engineer who will be a subdivision specialist. It will become necessary not only to put into subdivision planning all of the technical skill which may be brought to bear upon the problem, but the designer must also be closely in touch with the real estate operator and be in a position to appreciate the viewpoint of the client or purchaser as well. He and his real estate developer must together be in close touch with the market needs of the community and must be ready to provide such property as will reasonably meet these needs. They should not for a moment lower their standards of good design, or cater to the meaningless whims of the public. But after all, they must realize that they are preparing property to be lived upon—not primarily to be admired by the passing visitor.

Now let us note briefly some of the more important basic principles which we may call to our aid to help us to overcome some of the habits and prejudices of the past and which we

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may safely count upon to make real estate a more creditable commodity and its financial returns less erratic and uncertain than they have often been in the past.

In the first place, in well matured plans we must create within our property those conditions which will give it permanent charm and openness. This can be only partially achieved in the original lot arrangement. The best individual and co-operative disposal of the private improvements must be directed by wise restrictions and fostered by intelligent suggestions.

Take again the question of the use of the curved street: This has perhaps been the chief device which differentiates the old and the new school of design. It is in a way the hallmark of better planning. It is based primarily upon our effort to recognize the topographical features of the property. It is sometimes regarded as requiring a sacrifice in the quantity of front feet to be obtained and its use is sometimes questioned where the physical conditions do not necessarily require it. Now in the first place, it is hardly ever a fact that the best use of the curved street will result in a loss of actually available front footages. But aside from any arguments as to the physical advantages of the curvilinear plan, or any claims for its greater beauty and adaptability, there are important psychological advantages in the curved plan which should not be overlooked in our quest for fundamental values. The curved street will often carry inward throughout the property the good influence of some strategically valuable approach, as from a parkway or civic center. The curved street will have an appreciable effect in equalizing values throughout a property carrying an impetus to the very remotest portions. It will almost invariably result in a greater degree of community spirit and reduce that "just around the corner" feeling of isolation which often occurs with the rectangular plan.

The manner of entering or approaching your property is another matter of strategic importance. It is safe to say in the first place, that a property should be entered at as low a

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point as may be found feasible. Thus, the nearer and less slightly portions will gain the counter influence of first impression and availability, and if sold at an early date, little difficulty will be found in conducting prospective purchasers farther inward. It may usually be found possible to keep the road lines in the lower depressions and add a parkway through a narrow meandering valley, so that each building site will seem high with reference to its approach, regardless of its relative elevation as compared with other lots. Of course these principles may be best applied to a high class property where the lots are large. But the same fundamental ideas may in a more limited degree be used for modest homes and even cottages.

Where it is not possible to clothe a property with these natural advantages, it becomes necessary to introduce in the remote and less advantageous sections special features such as local parks or co-operative garden arrangements. I am speaking of these now purely from a selling point of view. I have just had a striking illustration of the principle. In an originally quite rectangular and indifferently planned property, I was called in some time ago to rearrange conditions in relation to a railroad crossing the property. Combining two streets into a single railroad crossing resulted in a necessary rearrangement of the lots in the end block, throwing some of them to face upon the railroad. It immediately seemed obvious that something must be done toward an interior garden plot provision so that these purchasers might turn their living rooms inward and away from the railroad. "Out of sight is out of mind," you will remember. Well, the result has been that whereas it was becoming more and more difficult to conduct purchasers beyond the built up portion of the property toward the railroad, now a little nucleus of homes has sprung up at the extreme end of the property, attracted by this little special provision for attractive rear yard conditions. The filling in of the intervening property now remains a comparatively simple matter.

Just how far we can hope to go under the restrictions of our

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"American independence" toward realizing the advantages of co-operative grouping in anything but the most unusual circumstances, it is difficult to determine. Our real estate developers quite properly hesitate in putting into the deed restrictions difficult of explanation and of questionable practicability. However, every student of the problem will readily recognize the benefits to be obtained by such devices as kitchen-yard grouping, of community heating plants, combined driveways, co-operative upkeep, and a reasonable degree of architectural uniformity. It remains for our public to realize that he who exercises his independence in a way which will damage the value of his neighbor's property is just as much to be condemned as if he had actually taken from him some object of ascertained financial value.

It would seem, finally, quite possible for us to demonstrate to the most skeptical the real, intrinsic value of good planning in subdivisions. Have we not provided the real estate operator with an entirely new line of selling ammunition which, while perhaps less violent in its report, will last longer and carry farther than that used in his old-fashioned blunderbuss? May we not hope to create recognized standards of value and at least in all better class property secure the psychological advantage of catering to the individual requirements of the clientele and above all, by creating that which will stand the test of usage, may we not hope to stabilize and make more creditable the whole field of both designing and marketing our land subdivisions, a consummation so necessary to the best expansion of our cities.

LEE J. NINDE, *Ft. Wayne, Ind.:*

Mr. Nichols touched the vital point of this proposition when he spoke of the family life in a subdivision. Four years ago, Mr. Nichols was the headliner in a fine address at Louisville, before the convention of the National Real Estate Association. That was at the suggestion and at the request of a man who has suggested more good things than any of us real estate men know—Tom Ingersoll, of Minneapolis.

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Tom Ingersoll is the executive secretary of our association, has always been interested in the subject of city planning, and has sent here a worthy representative in his youngest son, a chip of the old block, Dick Ingersoll, who is going to speak to you about the "Viewpoint of Young America in Regard to City Planning."

DICK INGERSOLL:

When I tell you that last year, as a high school junior, I had never heard of city planning, or only in a vague sort of way that made no impression on me, and that after hearing Mr. Ninde read his paper at Los Angeles I so expressed myself that it became possible for me to attend this conference at his request, you will understand how interest in city planning can be spread.

A few years ago the Ingersoll family moved into a new home, and we still have many things to do to it. Now, if we want beautiful homes, we should want beautiful cities, and that is where you can best show the way. I wonder if you realize the opportunity of impressing upon the minds of boys and girls of high school age the things you are studying? Now, these chaps are kept busy in school, they have their studies to do, and no one knows better than I do, how hard those studies are. But there is time for the movies and other things. I am now greatly interested in city planning, in making our cities beautiful, and I think it is a pity that our forefathers were not as well informed as you are. I think this organization can do a great work by having a junior educational department, with lectures each year, for at least the two upper classes of the high school. I know that a suggestion coming from this association to that effect would meet the approval of the school authorities. If only a few of the hearers became interested, just think of the force that would be developed! And let me say that from the standpoint of the youngster, experience is a great teacher.

STATE, CITY AND TOWN PLANNING

THOMAS ADAMS

Town Planning Advisor, Commission of Conservation, Canada. Past President Town Planning Institute of Great Britain

I am glad to have accepted the invitation of one of the most progressive chambers of commerce on this continent to address a gathering of those who, in this great commonwealth, are trying to solve problems similar to those we are trying to solve in Canada. I congratulate you on the spirit you have shown in inviting a representative of another country to speak to you on the subject of city and town planning. In our different countries we approach these questions from somewhat different standpoints, and therefore gain all the more from an interchange of views and from a comparison of the practical means we each employ to carry our ideas into effect.

I have a message which Mr. Olmsted, the President of the National Conference on City Planning, and Mr. Shurtleff, the Secretary, have entrusted to me, to convey to you—as the most representative gathering of Cleveland men that will be held in connection with this conference. The message is that the Executive Committee of the National Conference feel very grateful to Cleveland and to its Chamber of Commerce for the splendid spirit and typical hospitality which they have shown on the occasion of the visit of the National Conference. It was only what was to be expected from Cleveland, but we are none the less grateful because we knew beforehand the kind of hospitality and treatment we would receive.

Now I hope I won't be misunderstood if I do not refer at any length to the more ornamental features of city planning, and if I deal with country planning as well. I want particu-

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larly to appeal to the business man, because this is a matter that interests the business man more than any other member of the community.

INDUSTRY FIRST CONSIDERATION IN THE TOWN PLAN

City or town planning has to do with the exercise of foresight, common sense and business judgment in regard to all questions relating to civic growth and civic welfare. The first question to be considered in the planning of a city or town is the question of its industry—using the word in the broad sense as representing the whole of its productive industrial and commercial undertakings. Industry is the condition of the city's being. Health, convenience, beauty, are the conditions of its well-being. The being of the city depends upon the units of its industrial organization which provide the necessities of life, food and clothing and shelter, to the community—to society in its different grades and forms. A city can exist only so long as it has the means of securing these necessities, even if it has not health, convenience and beauty.

THE WELL-BEING AS DISTINGUISHED FROM THE BEING OF THE CITY

But in modern life and in the large conglomerations of population which we call cities, we cannot merely exist; we must have facilities for enjoying those things which represent the well-being of the city. To the town planner these things are health of mind and body—promoted by good housing, by educational facilities, by park systems and other things which contribute to the building up of physique and mental faculty. Secondly, in addition to health of body and mind, there is the question of convenience, including adequate means of transportation; co-operation between separate industries—in the matter of securing convenient distribution of the products; suitable opportunities for making the best of and getting the cheapest power; facilities for providing healthy housing for those who, after all, in their labor, provide the chief raw material of industry. Thirdly, there is the ques-

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tion of beauty or agreeableness¹ in connection with the building up of the city; beauty and refinement in the home, beauty and refinement in the home of the poor as well as in the home of the rich—beauty and refinement in the public place, in the boulevard and in the civic center. These things represent the coping stone of the city structure, but at the foundation we have the industrial organization and next the healthy home in which the unit of the city, the family, has to live.

STATE AND NATIONAL PLANNING

Now, this question is no mere city question. It is not even a national question. It is, as I tried to point out last week in New York, a nation-wide question, affecting every organized community, whether city or town or village. The first thing you have to do, if you look at this question as we do in Canada, is not to plan Cleveland, but to plan Ohio, and fit in the plan of Cleveland with the plan of Ohio.² There is nothing fanciful about that. If you were to plan Cleveland, one of the first things you would naturally have to consider would be your radial lines of communication by road and rail and your means of connection between those radial lines so as to distribute your traffic to the best advantage. You would also have to consider that there is a constant inflow of rural population into Cleveland from the rural districts, and that the future prosperity of Cleveland depended upon maintaining a healthy and vigorous race in the rural territory

¹In the British and Canadian Town Planning Acts the word "amenity" is used to denote agreeableness, prospect or preservation of a pleasant environment in connection with building development.

²To make a state plan of main highways also involves the consideration of a national plan of highways. If each state prepares a skeleton plan of its main arteries it will be the most practicable means of starting the planning of a national system. As it should be the duty of each state to make its scheme to conform to the unit schemes of cities and towns, so it should be its duty to link up its system with those of neighboring states. There should be a national body to overlook the whole and to co-operate with the states so as to safeguard national interests.

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of the state. Then if you were to plan Ohio, you would consider that the stimulation of agricultural production would be assisted by good roads—by better communication between the farms and the cities—such means of communication as would help to keep people from leaving the land, a vastly more important thing than taking people “back to the land.” The prosperity of any country depends to a large extent on the prosperity of its agriculture. To secure that prosperity in adequate measure you should plan your rural territory, so as to provide better facilities for distribution, co-operation, education, and social intercourse in the country districts, and so as to secure better means of communication between your cities and towns. So, in the interests of Cleveland, it is as important to plan the surrounding country as it is to plan the city and its suburbs.

If I were asked to suggest what is the first practical thing you should do in Ohio, it would be that you should create a state organization, not conflicting with your democratic ideas of local home rule in Cleveland; an organization which would have skilled advisors on town planning and municipal government, available to help every community in the state, and working in harmony with a Federal Bureau dealing with civic affairs. It is a matter for wonder that so little is done to promote civic welfare by means of national and state organizations in a country in which half the population are living in cities and towns.³

GROWTH OF POPULATION IN OHIO

Now, what are the facts about your Ohio population? Cleveland, out of a population for the whole state of 4,760,000 had 560,000 at the last census. We will keep to the census figures, and round numbers although six years growth of population has been added since 1910.

³See appendix I for suggested form of National or State Organizations.

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Between 1900 and 1910 you had a growth of 42.5 per cent. in the same Cleveland area that was included in the 1900 census. Outside of Cleveland you had four cities with a population of between 100,000 and 500,000, with a growth of 23 per cent. in the same ten years. Outside of that you have 134 villages and small cities of between 2,500 and 100,000, which had a growth of 33 per cent.—much more than the growth of the towns between 100,000 and 500,000. The cities of between 25,000 and 100,000 were the most rapidly growing cities in this state during the ten years.

LESSONS FROM CHARACTER OF GROWTH

What are the lessons to be derived from these facts, and from the further fact that you had an urban increase of 31.4 per cent. as against a rural decrease of 1.3 per cent.? The main fact is that the planning of new development is judging from these figures, almost more important in respect of the small cities and towns than it is in respect of the big cities. In 134 towns in the state having an increase of 33 per cent. in ten years, the combined population was 1,270,000 as against a population of 560,000 in Cleveland. I am not speaking to a disinterested audience on the subject of Ohio when I am speaking in Cleveland, because Cleveland is Ohio, and Ohio is Cleveland. Any question which affects this state is necessarily a question which interests every business man in Cleveland.

In the whole state the exact added population in the decennium was 609,576 representing 135,460 new houses at the rate of 4.5 persons per house. Why have you not been busy planning and regulating this new growth and preventing the very evils you find it so difficult to remedy in areas already developed? Why should you devote all your attention to carrying on the surgical operations of recarving the old development—a much more difficult and costly process than regulating new development? Just consider the splendid opportunity you have to prevent bad development in the future, with regard to all this new growth.

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This question of planning—as distinct from re-planning—is a state one; it is a rural one; it is a question for the small town or city, where the bad development always begins; it is also a question for the large city. Where is it that the bad development is beginning in Cleveland? I can't answer that question, but I will tell you where it is beginning in our Canadian cities. The worst development, the most unsanitary, is beginning just over the borders of the cities, in the rural areas, because the cities have no control of that new development. And yet it is precisely that new development which can be most easily controlled by simple regulation, without any cost to the community. Why do we fail to exercise that control? Perhaps we assume that to do so would be injurious to the real estate business; or that the fact of the real estate operator being less public spirited than he should be, stands in the way. On that point I will mention one illustration which will show that it is not the lack of public spirit on the part of either the city authorities or the real estate men, but simply the lack of initiative and legal power on the part of the former that presents the chief difficulty.

THE EXAMPLE OF A CANADIAN TOWN

In a small town in Ontario this spring, two new factories were erected. These factories brought a large number of working people to that district, to the town of Renfrew. As a result, some real estate companies started to subdivide lots all around one side of the town. I had previously had some communication with the town council of Renfrew, and prepared a skeleton plan for them for their main arterial highways, and they sent these real estate subdivisions to my office for inspection. I invited the three men who were subdividing that land to meet me and we discussed these subdivisions. Instead of having the roads all the same width—we wanted a road 100 feet wide intersecting the sub-divided property to form a boulevard connecting up the different radial thoroughfares of the town. Secondly, we wanted some open spaces

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for the people, so that they could enjoy the privilege of having recreation facilities near their homes. Thirdly, we wanted sites reserved for public buildings; also a ravine and the banks of a creek, to be given to the council, partly for public enjoyment and partly to provide land in the best position for laying a main sewer. I discussed the whole matter with the real estate men; I looked at it from their point of view. They saw the advantages from the point of view of the public. We both agreed, in the end, on everything that was suggested for the public benefit, without involving any immediate cost to the community and to the entire satisfaction of the owners of the real estate. The only obligation entailing ultimate cost, which the council entered into was to build a bridge over a ravine and to maintain the open spaces in a proper manner when they entered into possession of them.

In that small town of about 5,000 inhabitants we obtained a 100-foot road around the north side of the town, running in part along the top of a ravine, where we wanted it. We persuaded one owner to give the ravine, because it was of no use as buildingland and he saw that if he gave it before he made his subdivision, it would make the balance of his property more valuable. We obtained the reservation of sites for our schools and public buildings, and protected both banks of a creek running through one of the properties. Because that city council had the foresight to say to the real estate men exactly what it wanted, they found that they could get everything that they required. All the objects were accomplished by co-operation—but by co-operation initiated by the local authority.

But because the average city council—I am speaking of the small cities rather than the big ones—cannot obtain the necessary expert advice at the proper time, similar opportunities are lost and can never be regained. If in this case of Renfrew the council had waited five years, or even one year, until that land was developed, it would have had to pay thousands of dollars for the land for open spaces, and would not have got its main arteries at all.

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IS IT TOO LATE TO TOWN PLAN?

You will observe that I am laying emphasis upon the control of new growth, not in substitution for the remodelling of areas already built upon, but as an additional duty and one which I venture to say should come first in all planning schemes. In the last fifteen years the population of this country has increased by about 26,000,000. And yet there were men who exclaimed, fifteen years ago, "Town planning—why it is too late now!" Since they began to say it was too late, you have added about 26,000,000 to your population; you have developed land, built houses, laid sewers and constructed local improvements for 26,000,000. And you say to-day it is too late, and twenty or thirty years hence it will be said that the responsibility for failure was not with the administrators of fifty or 100 years ago, but with those who were responsible for local administration in 1916, those who had seen the evils that had grown up in the fifty years prior to 1916 and had not taken the opportunity to protect future generations from their recurrence.

It is not unreasonable to estimate that the population of the United States will increase thirty or forty millions in the next thirty years. Well, while you are replanning your civic centers do not neglect the other problem. Preventive measures are best; they cost least and are most effective. You in Cleveland know the delays and difficulties that are incidental to the creation of civic centers. You have succeeded so far with your scheme because you have had abundant zeal, enthusiasm and public spirit behind the enterprise. But while you are replanning your central area there is no reason why you should not be trying simultaneously to protect these new developments by planning *ab initio* in the suburbs and rural territory.⁴

Now, in the matter of good-class suburban development, I do not think there are any cities in the world that can show better results than your American cities. I have been to

⁴See appendix II. Diagram showing areas adaptable for planning.

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Shaker Heights near this city, to Roland Park near Baltimore, to Forest Hills near New York—they are as good developments as you will find anywhere but they are reserved, some specially restricted, for the well-to-do. But the provision of housing for the well-to-do is not a difficulty. It seems hardly comprehensible why the Russell Sage Foundation has entered into this form of land development. No social problem is or can be solved by such schemes, and they may safely be left to private enterprise. Of course in so far as it may be desirable to protect high-class residential development public authorities might very well give permanence to the restrictions imposed by those who have developed these estates by making these restrictions part of statutory schemes.

THE REAL HOUSING PROBLEM

But the housing of the great bulk of the people who cannot afford to live in these paradises for the rich, together with the planning of manufacturing, business and working class suburbs constitute the real problem.

The main factors in promoting industry—if it has not been found out before, it has been found out in the last three years, in connection with war and other things—the main factors are the factors of the nerve power, the capacity for concentration, the physical endurance of the workman. These are becoming more and more important. You know, if you have been into a modern machine shop or factory, that skill does not count for everything; a man has to have that power of nerve and endurance which will enable him to concentrate on his work from morning to night, in order to be an efficient instrument of labor. And those things that are most valuable to the manufacturer are the very things that we are destroying by bad housing conditions in some parts of our great cities. They are surely the very things that we need most to conserve.

That question of housing is a very intricate problem, and I am not going to do more than indicate its connection with

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the important questions which have been referred to by Mr. Olmsted—the question of arterial highways and park systems—as well as its connection with your civic center and the planning and construction of local improvements.

PROPER SENSE OF PROPORTION NEEDED

I have referred to the main requirements of a city, outside of its industries—as health, convenience and beauty. These three things are desirable to secure the well-being of the city, but even they should not be purchased at too great a cost. There must be some sense of proportion. We can purchase beauty at the cost of health and convenience. It is the duty of the town planner to exercise proper judgment and a due regard to the inter-relationship of these things. He must co-ordinate them, so that industry will not suffer from extravagance in procuring beauty, so that health will not suffer by too elaborate adornment obtained at excessive cost to the taxpayer, and so that convenience will not suffer unduly for purely aesthetic reasons. You must deal with Cleveland not as regards its public highways or park systems alone, but as a comprehensive organization, which must first be looked at with regard to its industrial enterprises, its health, and cleanliness, and then with regard to the beauty of its buildings and natural surroundings. And that question of taking a broad perspective of these matters and considering their relation to one another, is the one that most needs emphasis. To accomplish it properly you must have expert advice and the co-operation of the state with the city, town and village. We are trying to deal with it in Canada, and we deal with it from the province downward to the cities and the towns. You cannot have expert town planners in every one of your 134 smaller cities in Ohio, because each city cannot afford to pay for the kind of advice necessary.

You must have, or aim at having, such a state department as I have suggested, which will have available for each of these communities advice on the subject of their planning,

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their finance, their engineering problems and their government. The first piece of work for such a department to undertake is to prepare a skeleton plan of the arterial highway system of this state linked up with the plans of adjacent states so as to conform to a national system of highways. You cannot alter the position of most of the highways to any serious extent, but before you spend millions on improving the surfaces of these highways, you should consider whether they are placed in the right position, whether by some straightening out or some alteration in alignment you could not avoid heavy grades or shorten routes between important centers. I know we can do that in Canada, and I know what bad roads and badly planned roads cost in Canada. The Deputy Engineer of Highways in Ontario the other day said that if we took the cost of haulage in Canada at ten cents per ton mile, then an adequate system of good roads would create a profit of \$50,000,000.00 a year on the produce passing over it.⁵ The amount would be greater in the United States, because, even though your roads are comparatively better, your volume of traffic is very much greater. That question of good roads is becoming more and more important as motor transport develops. You want to get better roads as a means of encouraging motor haulage, which has advantages over railway transportation when comparatively short distances and light loads have to be dealt with, but state planning is a necessary preliminary to a good roads policy.

TWO PROBLEMS OF GROWTH IN CITIES

From the smaller cities I turn to the big cities, and there you have two problems of growth or development. One is

⁵“The average wagon haul for farm and natural produce is estimated at from 7 to 8 miles, and it is probable that a moderate assumption for Canada is that a total of not less than 100,000,000 tons passes over the roads with an average haul of 5 miles. If then, it is true that good roads would effect a saving of 10 cents per ton mile, an adequate road system in Canada would create a profit of \$50,000,000 annually on the produce of merchandise now passing over it.”—Abstract from paper read by W. A. MacLean, Montreal, Can., Int. C. E., at Road Congress, Worcester, Mass.

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new development in the suburbs, the other is the change in the character of past development. The latter represents the transition stage of development in the old centers—such as is taking place in the older parts of Cleveland. Business districts are changing; residential districts are being transformed into manufacturing districts. The town planner who knows his business tries to direct changes and also tendencies to change, in old centers, so as to improve and re-model old conditions as well as to prepare plans to deal with new conditions. He has got to apply his judgment and skill to control these changes in the public interest, and to select the best time for doing it economically and effectively.

While there is only a limited amount that can be done in reconstruction schemes there is an enormous field of effort and unlimited scope for enterprise open to city authorities in directing new tendencies so that the city will, in every change it makes, be under the guidance of proper expert advice, so that every available opportunity will be taken to improve its main arteries at the right time. I remember that in an English city it cost at the rate of \$4,000,000.00 per mile to widen a street in the center of the city. It will cost about \$4.00 or \$5.00⁶ per acre to get the full width required for a radial thoroughfare in the open suburbs of the same city, under a proper town planning scheme—\$4,000,000.00 a mile to correct an evil; \$4.00 an acre to prevent its creation. Once you allow a large number of people to have vested interests in congested development, the result is that you cannot remove the congestion except at enormous expense; whereas, by planning beforehand you can get all you require at small cost.

WIDTH OF STREETS

Now, there is a point regarding the width of streets to which I desire to draw attention. I don't know how that

⁶The cost of preparing the Ruislip-Northwood town planning scheme in England, which included provision for all arterial roads, was less than \$1 per acre. The ultimate cost of execution was estimated at about \$25 per acre, but this covered the cost of purchasing large open spaces, etc., and would probably be spread over 50 years.

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affects you in Ohio, but in Ontario it is one of our acute problems. In Ontario the law requires that all streets in the province shall not be less than sixty-six feet wide. I want to utter a warning here. The average man is apt to assume that if the street is sixty or sixty-six feet wide, nobody can be harmed and that after all sixty or sixty-six feet of width is necessary for the purpose of securing air space. Well, the tremendous cost of the taxpayer of insisting on a minimum street width of sixty-six feet is apparently never inquired into or understood. Say we accept sixty-six feet as the average width that every street should be. If it is right for the average, it is too wide for residential neighborhoods. If it is right for the average, it is too narrow for main arteries. Now, what does that mean? It means that if you have a minimum width of sixty or sixty-six feet, your residential roads are wider than they need be, a greater cost is imposed upon the taxpayers than need be, and you have on the other hand to pay out of the general fund for any increase over sixty-six feet required for your main arteries.

Now, would it not be more sensible to plan your city and secure your main arteries without any increased cost to the community, by an arrangement with real estate owners. For short roads, leading to private residences, comparatively narrow carriage drives should be permitted and the surplus land from those streets should be transferred to the main arterial thoroughfares. No working man can afford the expense of paying local improvement taxes for paving a boulevard thirty-three feet—that is, half the width of sixty-six—of laying down a durable sidewalk and putting in the sewer and water main and other things, and at the same time pay for the cost of a decent home. The result is that he has often to pay so much for street that he has to cut down the sanitary provisions for his home; you make him suffer in his home in order that he may have a street of unnecessary width.

Now, let us keep the question of air space separate from the question of street width. A street is for traffic. If you have your manufacturing districts and if you zone your

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cities—as you should do—so that your manufacturing industries are arranged in one part of the city, and another part is devoted to residential purposes, you can save money by confining heavy streets to your manufacturing district and having light streets in your residential district. You can have narrow streets, thirty feet wide, or even twenty-four feet wide in areas restricted for residences. People do not want motor traffic going past their private houses; they do not want their gardens spoiled by dust; they want the privacy of a quiet, residential road, away from the main thoroughfares. If you properly plan new development, you can get your main arteries without an additional burden on the community, merely by an interchange of facilities with those who own real estate—by a give and take arrangement with the owners. You can get your average width of sixty or sixty-six feet for all your business and principal traffic streets; and you can have your private carriage drives constructed at comparatively small cost in your residential neighborhoods.

QUESTION OF AIR SPACE

But what about air space? That as I have said, is a separate question. Air space should be secured by limiting the width between the buildings erected on the opposite sides of a street and restricting the area that can be built over on each lot. If you erect a home, why should you not provide the necessary air space for your home? Why should you have to make costly asphalt road surfaces under your air space? Even if you only pave a narrow strip in the center of your wide streets, remember that the construction and proper maintenance of a grass surface in a public street is nearly as expensive as pavement. Why not provide the air space over your gardens? We are told that town planning means spending more money. It certainly means spending money more wisely; but it means above all, saving money now being wasted on the wrong things.

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FIRE PREVENTION

There is the question of fire prevention and insurance. I know that you have the unenviable position of being very nearly as unfortunate as we are in Canada in the matter of having to pay so heavily for fire prevention by means of high insurance rates and by costly equipment. I don't believe there is any part of the world where there is equal efficiency in fire equipment, but it is a case of providing the ambulance after the man has fallen out of the window, instead of using means to prevent him from falling. In Canada we have to pay from three to four dollars per capita more for fire prevention and insurance than they have to do in older countries in Europe. This is a tax on our industries, and it is largely due to want of building regulations. There is the same carelessness in Europe that there is here, there is the same carelessness in throwing down matches and cigarettes. Probably there are the same number of fires started. But they do not lead to conflagrations; they do not spread. And why? Because building construction is regulated better—in the interest of safety from fire.

Now, town planning means that you are able to consider building construction in regard to two questions. First of all, you take into consideration the comprehensive development of your suburbs. If you have wooden buildings, they should be of such a character and so placed as to reduce fire risks to the minimum. Three decker wooden tenements should not be permitted—owners of condemned buildings standing idle should be compelled to remove them. Secondly, if you have the city divided into districts so that your apartment houses shall be in one part of the city, your separate dwellings in another part, and your factories in a third part, you will deal with this question of fire regulation in a way that will greatly reduce your cost.

BAD HOUSING MEANS A HIGH TAX RATE

There is another economic question, which has a relation to the question of housing. Do you realize the importance of

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raising the standard of well-being of the working class communities of our cities with no higher object than that of reducing the tax rate? In one of our cities in Canada I ascertained what a working man contributed to the community in the way of taxes and what he received in the way of public service. That man had four children. They were being educated by the city at a cost of \$50.00 a head per annum. He contributed in total taxes \$33.00 in respect of the property which he occupied, or a loss in regard to education alone of \$167.00. I mention that not by way of criticism of the proportion which the working man pays to maintain the community. Indirectly he no doubt gives much more by way of his labor and as a result of his expenditure than he receives. But I mention it by way of suggestion that it does not pay to keep cheap houses of low taxable value in any city, because the greater the number of cheap insanitary homes and the greater the extent of the slum districts, then the greater the burden to the portion of the community not living in these homes or districts in its pro rata contribution to the taxation of any city. Every business man in this city is contributing extra taxation to make up for the deficiency of taxes collected from cheap insanitary property. It is a business matter,⁷ not only from the point of view of getting the human factor healthy and efficient, so that you will get men physically fit in your factories, but also from the point of view of securing a more equitable distribution of the burden of taxation. If you raise the general level of prosperity in your city, you will reduce the burden on the chief taxpayers. If I pay \$20.00 a month for my home and spend less in the saloon, I am going to pay more to keep up the community than if I were paying \$10.00 a month for my home and spending the balance in the saloon. But so long as the slum districts exist men will con-

⁷The fact that emphasis is here placed on the business aspect of healthy housing conditions is not due to any lack of appreciation of the moral and social advantages of improved housing. The latter are obvious to the most superficial observer, but the monetary advantages to the taxpayers of raising housing standards are not so apparent on the surface.

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tinue to seek their pleasures in the saloons instead of in their homes.

But while we recognize that real improvement is only practicable along those lines that are economically sound, is it not true that the poorest and meanest of our citizens have a claim for decent and sanitary shelter, which we have no right to withhold from them because of misfortune or inefficiency? And even if we could justify neglect of the conditions in which they live on the ground that they are responsible for them, yet we cannot justify any neglect of the conditions in which their children—the future citizens of the country—are being reared.

City and town planning, in so far as they mean better homes and that is a necessity of a proper system of planning—mean that the poorest citizens may live amidst surroundings that will not produce preventable disease and degeneration, that the business men of every community will have more efficient labor and that the children of to-day will be better citizens of the future because of their environment.

PLANNING FOR CHEAP POWER AND CONVENIENT TRANSPORTATION

I have mentioned some of the business sides of this question. There are many others to which I have no time to refer. But let me ask what the main things are that the manufacturer wants? He wants cheap power. He wants good and efficient labor, and he wants convenient means of transportation. He wants low taxes. The duty of the town planner is to consider how to regulate manufacturing development so that power will be obtained cheaply and easily, so that provision will be made for healthy conditions for the worker, so that the best facilities will be provided for transportation, and so that the taxpayer's money will not be wasted. Many of you perhaps know that in St. Paul they have had a union railway terminal at work for some time, and the result has been, in St. Paul, that they have attracted

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some manufacturers there whom the Minneapolis people think ought to have gone to Minneapolis. What is the consequence? Minneapolis is also developing its union terminal, and the union terminal of Minneapolis is going to compete with that of St. Paul. In a proper town planning scheme provision has to be made to distribute produce and collect raw materials at the least cost for haulage.

CONSERVATION OF HUMAN RESOURCES

I am here on behalf of the Canadian Commission of Conservation. Why should I be speaking of town planning? Because we are convinced in Canada that the first object of a commission of conservation is to conserve human resources. What is the use of conserving natural resources if we allow our human resources to be neglected? That is our first object. Secondly, we want to conserve the city resources as well as the country resources.

PLANNING COMMISSIONS AND HOME RULE

I have suggested a state department of local government. I would also suggest that your town planning work should be done by your city councils or by town planning commissions responsible to them.⁸ I think perhaps some mistake might be made by setting up city plan commissions independent of the existing local authorities. After all, you must use your existing municipal machinery to carry out your work; town planning involves too many things which come under the jurisdiction of the elected authority to be carried out successfully by any independent body. You must use your municipal councils and educate them. If they are not satisfactory, turn them out. If the method of election is not satisfactory, change it. But avoid setting up new bodies which will be in conflict with the existing authorities. If your

⁸See Appendix III. The constitution of the Ohio City Planning Commission seems to be satisfactory. It is responsible to the elected local authorities, and could be linked up with a State administration department.

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state department overrides you, you demand home rule—but don't have too much home rule for your cities for that will correspondingly weaken their influence in the state. The right thing is to secure a proper apportionment of responsibility between the state and the city—not to cut the one adrift from the other—with injurious effects to both. There must be a just and proper relationship between the state and the city, so that they will co-operate. Cleveland cannot afford not to co-operate with the state of Ohio, nor Ohio with Cleveland, and the question therefore is, what is the right kind of co-operation. There must be joint action for town and city planning purposes so as to effectively and equitably control land development and vested interests in property.

CONTROL OF THE LAND

One of the greatest German town planners—Baumeister, said that town planning meant the control of the land. He was right, and to secure that control you must either purchase the land or regulate its use. The latter seems to be the most practicable in this country—and is also likely to be the most popular. Henry George said, and everyone will agree with him on this point, whether single-taxer or not, that what we call land values do not constitute wealth.⁹ Land values merely represent the amount of money that you or I are prepared to pay somebody else for the right to occupy certain land in the city. We do not create wealth by increasing land values, we merely transfer money from the pockets of one group of citizens to the pockets of another group. Now, let us equalize our land values more by city planning. Spread the cities out more evenly¹⁰ so that the aggregate value

⁹“Increase in land values does not represent increase in the common wealth, for what landowners gain by higher prices, the tenants or purchasers who pay them will lose.”—“Progress and Poverty,” Chap. II.

¹⁰The question of securing a more even growth of cities in the United States and Canada is an important one. Cities are too congested at their centres, but in immediate contiguity to the best business districts there

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need not be less, so that more of those who own the land and pay taxes on its building value will get some of the benefit from the development and so that you will get healthy conditions and room for expansion. You need not interfere unduly with liberty. I remember I used to quote Cowper's lines when I thought something was being done to interfere with my liberty:

'Tis liberty alone that gives the flower
Of fleeting life its lustre and perfume
And we are weeds without it. All constraint,
Except what wisdom lays on evil men,
Is evil; hurts the faculties, impedes
Their progress in the road of science; blinds
The eyesight of Discovery; and begets
In those that suffer it, a sordid mind.

Well—freedom and liberty are fine things. They have meant much to us on this continent, but you can have liberty which interferes with the liberty of others, and, after all, liberty must be grown in a soil of justice and civic virtue if it is to be effective in exalting any nation or people.

In conclusion, let me again remind you of the things that we require to promote in connection with our civic growth, and the order in which we should have regard to them—industry, health, convenience and beauty. The town planner is the instrument for securing the co-ordination of those

are usually large areas of vacant lots or of lots occupied by derelict buildings—like parts of Euclid Avenue in Cleveland. In this part of the city the need is for curtailing heights of building and the extent of lot which can be built upon so as to encourage the development to spread to a greater extent in a horizontal direction.

In the residential suburbs the problem is entirely different. Here the tendency is to make development much too scattered and to add enormously to the cost of making streets and providing public services and utilities. American cities need to spread out their business districts and to close up their straggling residential districts. They can do a great deal by city planning legislation to secure both objects. At present there is an enormous waste of resources going on in all large cities on this continent due to the heavy burden of taxation on unused or insufficiently used property. The taxes paid on unused and vacant lots and derelict buildings are paid out of capital or from revenues derived from other sources.

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things, industrial success without impairment of health: health without injury to industry or just rights in property; convenience and beauty without extravagance. But the town planner, as an instrument, will be ineffective unless the people are educated to higher civic ideals, and you cannot educate by mere precept—you must get your administrative laboratory at work in your state, and your town planning commissions at work in your cities and towns, so as to demonstrate what may be achieved by civic planning in the broad sense in which I have tried to picture it to your minds.

I hope to see Ohio take the lead in forming a well-equipped department of the state to deal with the whole question of civic improvement and development. When that department is set up,—and properly equipped it will radiate advice and help which will enable your cities, towns and villages to direct their future growth and arouse them to greater endeavors in the matter of civic improvement than have been possible in the past; it will help them to solve problems which have proved insoluble in older countries, but which—if the right spirit and sufficient energy be applied to the task—should not be incapable of solution in this new land—so full of opportunity, so blossoming with hope.

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APPENDIX I

NATIONAL AND STATE ORGANIZATIONS

1. *Federal.* There should be a Federal Bureau of Planning attached to a general Bureau of Municipal Government. It should be primarily an educational and advisory body and should deal with all branches of local government. If for no other reason such a bureau is greatly needed at present because of the numerous experiments being made in new forms of city government and because of a certain amount of conflict between states and cities. More information is needed regarding municipal legislation and administration in other countries and official support is required to any proposals that have been made for improvement and which after due investigation are proved to be sound. Comparisons are also needed between the municipal laws and working methods of the different states. The Bureau should have expert officers capable of investigating and advising regarding:—(a) Public Health, (b) Planning of states, cities, towns and villages, (c) Highways, Housing and Local Improvements, (d) Municipal Finance, (e) Municipal administration of (1) unemployment, (2) public utilities, (3) water supply, (4) sewerage, etc., (f) Extension of boundaries, etc.

The Bureau could very properly be attached to the Commission of Conservation—as in Canada—or to any Government Department.

2. *State.* The state organization should be a department of the state with a responsible member of the state government at its head.

It should have three branches:—

- (1) Public Health and Sanitation.
- (2) City and Town Planning, Housing, Highways and Local Improvements.
- (3) Municipal Government and finance, Boundary extension, etc.

It should only deal with these matters as they affected the state in relation to the municipalities. Itself to a large extent

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advisory, it should also be the channel through which information from the national bureau would be made available for the local authority. It should have highly skilled deputy heads attached to each of its branches and all municipal legislation should be subject to the review of the department before being passed. Model rules of procedure, ordinances, forms of municipal accounts, etc., could be issued to municipalities. Much of the work which is now done so imperfectly by committees of the legislatures, causing a serious tax on the time of their members, and irritation to local councils because of the petty interferences, could be done much better and to the complete satisfaction of local councils by a skilled department of municipal affairs. The council that could not afford to employ highly skilled advisers could obtain advice from the department. Mistakes and successes of administration could be recorded and a cumulative value given to the lessons derived from experience in each locality. Gradually, a uniform system of administration and procedure could be built up and a state plan of highways could be prepared to secure an economical and efficient system of development. Public Health and City Planning can only be properly administered by the state and municipality working in harmony under a system which recognizes their joint responsibility and makes the state department the higher authority. Many matters regarding which there is local difference would no doubt be settled by the department as arbitrator with consent of the parties, and many appeals to the Courts, which are at present necessary, could thus be avoided.

It may be felt that under such a system there would be interference with what is called 'local home rule.' But it should be possible to secure a great many advantages from a uniform system with an expert department, without any curtailment of powers in the aggregate. There would have to be re-adjustment—but it would be scientifically arranged under expert guidance. The present tendency to look to 'local home rule' as the cure for the evil of unnecessary and

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unintelligent state interference with city government is a dangerous one—it will inevitably succeed in lessening the power of the city in the state, as well as the state in the city. Co-operation between the state and city authorities under expert guidance in both cases, is the proper solution of the problem.

APPENDIX II

Commission of Conservation

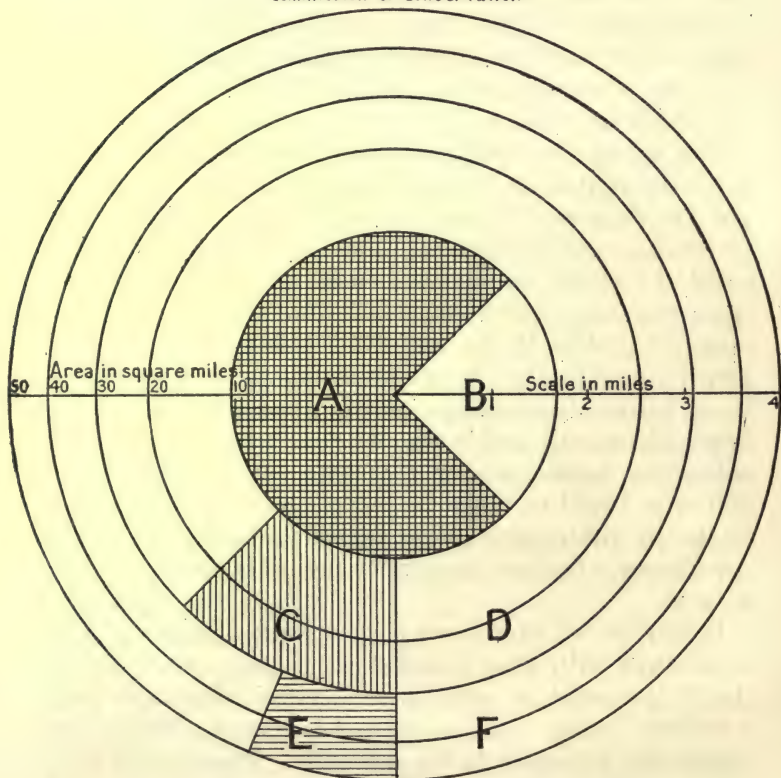


DIAGRAM ILLUSTRATING CHARACTER AND POSITION
OF AREAS ADAPTED FOR TOWN PLANNING SCHEMES

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IMAGINARY CITY AREA WITHIN FOUR MILES RADIUS

Area A-B = 10 sq. miles = 6,400 acres = Site of Existing City and Suburbs.
($\frac{3}{4}$ ths of area built upon.)

Population at average of 32 persons (seven houses) to acre—153,600.

Area C-D = 20 sq. miles = 12,800 acres = Site of suburban development outside city area. ($\frac{1}{8}$ th of area built upon.)

Population at average of 16 persons ($3\frac{1}{2}$ houses) to acre—25,600.

Area E-F = 20 sq. miles = 12,800 acres = Site of extra suburban development outside city area. ($\frac{1}{8}$ th of area built upon.)

Population at average of 16 persons ($3\frac{1}{2}$ houses) to acre—12,800.

Total Population of City and Suburbs—192,000.

For the purposes of the diagram the land already built upon is consolidated, but in a normal case vacant lots would be scattered throughout the buildings in *A-B*, and the built upon lots would be scattered throughout the unbuilt upon land in *C-D* and *E-F*.

A town planning scheme for this imaginary existing city should deal primarily with the areas *B*, *D* and *F* and also with those parts of *A*, *C* and *E* where the character of the existing development was likely to undergo change in the near future. Portions of *A* and all of *C* and *E* might also be included if some purpose of the scheme affecting *B*, *D* and *F* were to be served thereby, but generally speaking *A* would be better to be dealt with by improvement schemes after the town planning of *B*, *D* and *F* had been effected. As the buildings in *C* and *E* would be scattered units and groups they should all be included unless where they formed definite and completed developments too expensive to remodel under a scheme.

If *B*, *C*, *D*, *E*, and *F* were planned and the standard of sanitation and housing conditions are raised they will indirectly lessen the difficulty and cost of remodelling, and help to reduce the congestion in *A*.

Note that whereas there are only 6,400 acres within about one and three-quarter miles of a centre there are 32,000 acres within four miles. As the circumference recedes from the centre the amount of land brought into competition greatly increases. The total area in the circle would accom-

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moderate a population of 1,124,000 people at 32 to the acre, a fact which should make people think who pay high prices for land within a four mile radius. It would take nearly 100 years for this city of 192,000 to fill up the whole area of 32,000 acres—*i.e.*, up to four miles from its centre—even although it increased at the abnormal rate of a progressive 20 per cent. every 10 years. The last owner who sold out his building lot under these conditions, assuming it were sub-divided now and produced no revenue, would require to get 867.7 times its present value at the end of the 100 years to repay compound interest alone at 7 per cent., and so much more in respect of taxes.

APPENDIX III

STATE OF OHIO

AN ACT TO PROVIDE FOR A CITY PLANNING COMMISSION IN MUNICIPALITIES

Section 4366-1. The Council of each municipality may establish a city planning commission, consisting of seven members, the Mayor, the Service Director, the President of the Board of Park Commissioners, and four citizens of the municipality, who shall serve without compensation, and who shall be appointed by the Mayor for a term of six years, except that the term of two of the members of the first commission shall be for three years. Whenever such a commission is appointed, it shall have all the powers conferred in section 4344 of the General Code.

Section 4366-2. The powers and duties of the commission shall be to make plans and maps of the whole or any portion of such municipality, and of any land outside of the municipality, which in the opinion of the commission bears relation to the planning of the municipality, and to make changes in such plans or maps when it deems same advisable. Such maps or plans shall show the commission's recommendations for new streets, alleys, ways, viaducts, bridges, sub-

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ways, parkways, parks, playgrounds, or any other public grounds or public improvements; and the removal, relocation, widening or extension of such public works then existing. With a view to the systematic planning of the municipalities, the commission may make recommendations to the Mayor, Council and department heads concerning the location of streets, transportation and communication facilities, public buildings and grounds. The commission shall have the power to control, preserve and care for historical land marks; to control in the manner provided by ordinance the design and location of statuary and other works of art, which are or may become the property of the municipality; and the removal, relocation and alteration of any such works belonging to the municipality; and the design of harbors, bridges, viaducts, street fixtures and other public structures and appurtenances. Whenever the commission shall have made a plan of the municipality, or any portion thereof, no public building, street, boulevard, parkway, park, playground, public ground, canal, river-front, harbor, dock, wharf, bridge, viaduct, tunnel, utility (whether publicly or privately owned) or part thereof shall be constructed or authorized to be constructed in the municipality or said planned portion of the municipality until and unless the location thereof shall be approved by the commission; provided that in case of disapproval the commission shall communicate its reasons for disapproval to council, and the department head of the department which has control of the construction of the proposed improvement or utility; and council, by a vote of not less than two-thirds of its members and such department head shall together have the power to overrule such disapproval. The narrowing, ornamentation, vacation or change in the use of streets and other public ways, grounds and places shall be subject to similar approval, and disapproval may be similarly overruled. The commission may make recommendations to any public authorities or to any corporations or individuals in such municipality or the territory contiguous thereto, concerning the location

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of any buildings, structures or works to be erected or constructed by them.

Section 4366-3. The municipal planning commission shall be the platting commission of the municipality, and all the powers and duties provided by law for platting commissioner or commissioners of municipalities shall upon the appointment of a municipal planning commission under this act, be deemed transferred to such commission.

Section 4366-4. Council may authorize the commission to control the height, design and location of buildings.

Section 4366-5. The commission shall have power to control, appoint or employ such architects, engineers and other professional service, and to appoint such clerks, draughtsmen and other subordinates as it shall deem necessary for the performance of its functions; the expenditures for such service and employment to be within the amounts appropriated for such persons by the council of the municipality; and council shall provide for the expenses and accommodations necessary for the work of the commission.

Section 4366-6. This act shall take effect and be in force January 1, 1916. Passed May 27, 1915: Approved by Gov. June 2, 1915.

DISTRICTING BY MUNICIPAL REGULATION

LAWRENCE VEILLER

Secretary, National Housing Association, New York City

City planners must frankly admit that there has been much basis for the criticism so often heard with reference to the city planning movement in this country, to the effect that this movement has been largely discussion and that little real city planning has been done; that in actual achievement the results have been slight.

The reason that so little has been done, I am convinced, is because of the fact that we have not heretofore been able to carry out a city plan, owing to our inability to adopt any plan for the proper districting of our cities.

We heard this morning, and all students of city planning know, that city planning if it means anything, means essentially differentiation—differentiation, for instance, in the use of streets; differentiation of through thoroughfares and residential streets; differentiation in the width of streets.

But how in the world can we differentiate these vitally important things if we have no means of knowing what our neighborhood is to be?

That is the problem which confronts the man who is planning a city in advance of its development.

How many city planners are to-day able to say when they plan a city: "This portion is to be a residential district and remain so. And this section of the city will be a factory district and remain so. And this other portion of the city is to be a district in which the workingmen will have their homes."

How delightful it would be if we could say anything of the kind. To those who have been working against all the practical difficulties we have had to encounter, it sounds like a beautiful dream.

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In other respects city planning means differentiation. Differentiation, for instance, as to the size of lots.

We need a totally different width and depth of lot for a millionaire's mansion, such as those 1,000-foot lots on Euclid Avenue that we saw to-day, than we do for a mechanic's house.

Again, we need a different sized lot for the unskilled laborer who at best can earn but \$15 a week than we do for the skilled mechanic who earns from \$25 to \$40 a week.

It is obvious that we require a different size and shape of lot for a factory than we do for a residence.

We have been asked as city planners to develop plans for our cities when all the time it has been impossible to know which portion of the city would be a factory district and which a residential district and would remain so during the reasonable life of that community.

It is not strange, under these circumstances, that not having this knowledge essential to the proper development of the city plan there has not been much done in the way of the actual planning of our cities.

By "districting" we mean, I take it, the dividing up of the city into districts or divisions on broad lines and the regulating of the character of those districts through laws and ordinances which will prescribe different uses for buildings in different districts and which will regulate the height of buildings on a different basis in those districts, as well as the amount of open space necessary for light and air.

We may have a wonderful civic centre development such as is being carried out here in Cleveland; we may have a wonderful park system such as they have in Boston and Philadelphia; or a wonderful system of recreation facilities such as they have in Chicago—but that is not city planning, important as it is. It is only one phase of city planning.

There can be no city plan until the uses of the various portions of a city can be determined with some degree of definiteness.

So it is not strange that city planners have not heretofore done much actual city planning. It has not been their fault.

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They have known well enough what they wanted to do, but they have not known what they could do under conditions of government such as prevail in this country.

Because of these limitations, the real estate developer has tried in the past where he could, by private restriction, to carry out the results which he wished to accomplish. We all know what these private restrictions, as a rule, are worth.

Someone asked this morning in one of the discussions, what should be the life or term of the restriction. I felt like saying, "There ain't no such animal," because we all know that 25, 50 or 75 years after the development has been made, conditions change and the courts step in, and the man who placed the restrictions being dead, the courts as a rule say, "We will not maintain these restrictions any longer."

I do not mean to suggest that there are not many things that may not be wisely governed through the medium of private restriction, but in maintaining a residential district, for example, the general experience seems to be that we cannot expect in the long run to maintain its integrity as a residential district through what is at best merely a private contract or agreement between two parties. The courts have held repeatedly that when the parties to a contract want to set that contract aside there is no reason why it should not be set aside. The question of the public interest as a rule does not enter.

Some of the difficulties encountered in the attempt to control the character of a neighborhood through restriction are very delightfully illustrated by a report made recently by a committee of the Advisory Council of Real Estate Interests in New York City. I am going to read to you, if I may, for a brief moment, what this committee discovered, and they only scratched the surface.

"The object of the investigation was to reach some reasonable working basis whereby the difficulties of the restrictive covenants might be lessened, but the committee virtually admits the impossibility by plainly saying: 'It is impossible at present to lay down any rules for the guidance of the real estate fraternity on this

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subject, and hence the problem of restrictive covenants in this city is paradoxical, a problem almost without a solution.'

"A resume of the committee's report is a statement of facts clearly demonstrating what are termed many inconsistencies in the legal decisions.

"Thus, apartment houses are permitted in the face of private house restrictions in the Murray Hill tract; on Twentieth Street, Manhattan, on West Seventy-eighth Street between Broadway and Amsterdam Avenue; on 140th Street and St. Nicholas Avenue, but a three-family house may not be used as such on Sedgwick Avenue and Undercliff Avenue in the Bronx; a private house cannot be used as a sanitarium in Brooklyn nor can a private garage be built on the same lot in White Plains. A tenement house may be erected despite a private-house covenant in Brooklyn but not on Tenth Avenue and Sixty-fourth Street, Manhattan. A private house may be altered into an undertaking establishment on Madison Avenue and Forty-first Street; into a dressmaking shop on West Twenty-fourth Street; but not into a business building on West Fortieth Street, and neither may a dressmaker hang out a sign on West Fifty-second Street.

"A nurses' home may be erected on Seventy-first Street and Madison Avenue, a livery stable may be maintained among the flats on East 139th Street; an apartment hotel is permitted on Forty-third Street and Fifth Avenue; but to bake bread and cake in a baker's oven on the Southern Boulevard will be enjoined. To maintain a resin refinery in the Erie Basin section of Brooklyn is a nuisance, but the elevated railroad in the Bronx is permitted. A twelve-story loft building may be set out to the building line in violation of a set-back agreement on Twenty-sixth Street, Manhattan, but woe betide him who sets out a one-story shed on set-back space in Brooklyn. An automobile station at Broadway and Eighty-first Street amounts to a wrong use, but a garage in a private house neighborhood is all right in Flatbush.

"All this is bad and discouraging to those who deal in real estate and those who are called upon to advise owners and inventors,' says the committee."

That is put far more succinctly than I could put it and gives you a graphic picture of the discouraging results that have come from the varying court interpretations of different private contracts between owners who have sought to preserve the residential character of the neighborhood in which they were building and to safeguard it from particular evils which they had in mind.

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While failure to function is of course serious, a more serious consequence, however, is that under this method a restriction chiefly acts so as to be a cloud on the title of the property affected and thus helps to destroy values. Few men are willing to invest their money in real estate under these circumstances, when the only guarantee of the stability of the residential character of the neighborhood is to be found in private agreements subject to such conflicting decisions of the courts as have been cited.

In order to give confidence to investors a restriction of this kind must not only be good, it must *seem* good. It is like a man who is virtuous in these days. He must not only be virtuous, but he must seem virtuous.

Therefore we are forced to the conclusion which Mr. Taylor has enunciated, that in certain fundamental things we can control the character of our neighborhoods only through state or municipal regulation.

If I should suggest to this audience that you should attempt to control the purity of the milk supply in Shaker Heights by covenant in the deed you would rightly think it a ridiculous proposal.

Similarly, if it should be suggested that we should attempt to insure the safety of the pedestrians on our thoroughfares and highways by private agreement among property owners, inserted in the deeds, everyone would think it absurd.

There can be no doubt that the time has come in America when we should call upon the state to use its great power and prohibit those things that we know are clearly injurious to the community.

Seven years ago our most western state, California, progressive as she always is, led the way in developing a plan for the districting of cities. I am not going to burden this audience by reciting in detail the scheme of districting thus evolved. It was set forth two years ago at our Toronto meeting. Let me, however, briefly remind you of what the Los Angeles scheme was.

A municipal ordinance was passed in that city by which

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the city was divided into three main kinds of districts—industrial districts, residential districts, and what were known as “residence exceptions,” a sort of twilight zone where certain unobjectionable industries were permitted.

In one of the residence districts created under the ordinance it happened that there was in existence a brickyard owned by a man by the name of Hadacheck, a name that is destined to be famous.

I do not know whether Hadacheck was unduly litigious or not, but at any rate he was determined to find out whether the state had a right to deprive him of his brickyard.

The ordinance in question was retroactive and not only forbade the creation of any brickyards in the future in this residence district but declared unlawful the maintenance of all existing brickyards and required that they be discontinued.

The case was carried to the highest court of California, and notwithstanding the fact that Hadacheck was able to show the Court that the brickyard had been located there at a time when the neighborhood was not within the city limits, that it had been in existence long before any residential character of the neighborhood had developed, that the land was more valuable for the manufacture of brick than for residence purposes, that he had invested some \$50,000 which would be absolutely wiped out if he was required to abandon the brickyard—notwithstanding all of these facts, the Supreme Court of California held that the ordinance was constitutional and Hadacheck was required to discontinue the making of bricks at this location.

Following this California precedent, but without knowledge of it apparently, a number of other cities have enacted similar ordinances and some states have passed laws dealing with this subject.

Those of us who believed in the idea of districting waited to see what the highest court of the land, the United States Supreme Court, would do when the case finally reached it, hoping that the California decision would be sustained.

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To be entirely frank with you, a good many of us did not believe it would be sustained, though we greatly wished it. The lawyers whom we consulted in the East told us, "Yes, that is the California decision, but the courts here do not think very much of California decisions."

Finally we reached a point where we thought it was time we should know definitely what we could do and what we could not do, and some of us made up our minds that it would be wise to bring a test case and carry it to the United States Supreme Court so that we might know definitely whether it was possible to control the character of a residential district through the use of the police power.

As we put it—it was time that the highest court of the land should tell us whether we could do this thing, and if so, how we might do it.

They told us this in January when the United States Supreme Court handed down a decision in this case of Hada-check. They not only sustained the ordinance as constitutional and as a proper exercise of the police power, but they wrote an opinion that is a landmark in the history of American jurisprudence—an opinion concurred in by the entire bench. It is the most sweeping opinion that I have ever had the pleasure of reading. In my judgment it will revolutionize conditions of living in American cities and within the lifetime of all of us who are present.

I want to call your attention to two points in this opinion that are of especial moment.

For the first time in American jurisprudence we have a statute of this kind sustained, not on the basis of public health nor public safety, but on that novel, broad and sweeping ground, "the general welfare."

This opens a door a crack, which may be opened very wide. How wide it may be opened few of us can tell. We all know that the police power has been a rather vague, indefinite thing. The courts have wisely kept it so and at times it has seemed to many to have been stretched pretty far.

But so far as I can discover, this is the first time where the

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courts have sustained the exercise of the police power on the broad grounds of the general welfare. They have taken account of that thing which my friend, Tom Adams, used to refer to as "amenity"—I was somewhat shocked to notice to-day that Adams has ceased to use this important word. I do not know whether it is the result of his living in Canada or whether he has lost some of his civic ideals, or is talking down to his Cleveland audience. At any rate, I for one, want to use this splendid word once more, for the decision in question was based exactly on that thing—the amenities of life.

The second point in the decision that is worthy of especial consideration is the fact that the court held that a thing did not have to be a nuisance *per se*, but that if the legislature declared a thing to be a nuisance, whether it were really so or not, that it thereupon became a nuisance in law and the question of whether it was a nuisance in fact was not reviewable.

I commend to you most earnestly that you get hold of this decision and read every word of Justice McKenna's opinion. You will find it in 239 U. S. 394. It is well worth reading. It is epoch-making.

Now what does this decision let us do?

It clearly lets all of us go right back into our own communities and establish residential and industrial districts in every city, village and town in every state in the United States. There no longer is any legal obstacle in carrying out this important part of city planning. All we have to do is to go ahead and do it.

If our city councils or other local legislative bodies have not sufficient power to make enactments of this kind, then of course, we must get such power from the legislature. But there is no other obstacle to securing the establishment of residential districts. It, however, must be done in the right way and any statute that we enact must be, of course, a reasonable exercise of the police power.

While it is clear that we now have the power, in this coun-

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try, to establish residential and industrial districts, I think there are two phases of the question which are left open by the decision and about which there may still be some question.

One of these is the question of whether we can keep an apartment house out of a private residence district.

In my judgment it depends entirely upon us. If we can prove to the satisfaction of the court, when we bring our case, that the presence, we will say, of the best type of high-grade apartment house in the district in question—in some such district say, as the Shaker Heights district—is detrimental to the general welfare, then we can do it and the courts will sustain a restriction of this kind.

I, for one, enjoy the confident belief that we can show this to the satisfaction of the court. I believe that the bringing of so great a mass of people into a district where people want to live one family in a house, shutting out light and air, bringing noise and confusion through the greater number of tradespeople using the district and in a variety of other ways, is a detriment to values and is contrary to the common welfare. Unless we can show this to the satisfaction of the court we cannot exclude apartment houses or flats from private residence districts.

The other important question still left open in my mind is this: Can we keep a small shop or store or public garage out of a private residence district?

It does not seem to me that there would be much difficulty in showing that a public garage is a nuisance and in excluding it from such a district, but could we reasonably expect to exclude from a district of this kind, say, a stationery shop?

I know that is an extreme case, but it is usually extreme cases of this kind that are made the basis of testing such important statutes.

I may be unduly optimistic, but I believe we can show even in such case that a shop of this kind is detrimental to the enjoyment of the neighborhood by the people who created the neighborhood. And I believe that the sweeping decision of Justice McKenna would sustain this as a proper exercise of

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the police power. This is, of course, only a personal opinion and worth what personal opinions are generally worth.

We cannot of course do *everything* by municipal regulation. We cannot, for instance, determine the character of the architecture in the Shaker Heights development by means of law; nor can we determine that the houses in that subdivision shall cost not less than \$10,000 or \$15,000, through municipal regulation. We cannot say, for instance, that all the roofs in a given district shall be pink, as they are in Forest Hills, by municipal regulation. Some people are glad we cannot.

There are many other things that will still have to be done through private covenant in the deed. Many such restrictions will undoubtedly last for many years, and my advice to the subdivider is to keep them there, no matter how much municipal regulation we may also have.

Just one word about my city of New York before I close. There is a colossal piece of work being done there in districting that great cosmopolitan population of over five million people, and the citizens of New York and the people of the whole country owe a great debt of gratitude to the men who have been doing this work. I mean especially men like Ed. Bassett, the chairman of our New York Districting Commission, who has given his time unstintedly and who not only is good but seems good! He not only is judicial in temperament but seems super-judicial; at least, at all the public hearings.

Why, ladies and gentlemen, a man could present his case to Bassett and go all the way back to Flatbush and back again to the hearing in Manhattan before Bassett would have completed his decision!

One of the interesting things about this New York work has been the attitude of the public. Much to the surprise of the members of the commission and its friends, the commission has been criticised pretty generally, not by the uplifters and city planners, but by real estate men and property owners—not because its recommendations were too drastic but because they were not severe enough.

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Practically all of the newspapers in New York have been writing editorials nearly every week on the subject, commending the commission's work and pointing out the great importance of having its recommendations enacted into law.

This attitude of the press has been due largely to the intelligent way in which the commission has handled the subject.

While it is a Bassett commission, it is also a Ford commission—not the kind you mean, however—for Ford, as many of you know, has been one of the three chauffeurs on the job. The other has been Whitten, the secretary of the commission. Whitten, however, is so busy that he cannot be here—I do not mean to say that Ford does not work, but somebody has to work, and Ford is the more showy of the two, so Whitten is staying home.

Before organizing this session of the conference, I asked Ford if he would give us some suggestions as to what we ought to discuss at this session.

He sent me fifty-seven questions, each one of which he said was "basic," and each one I later discovered would practically take the entire evening to discuss.

When I sit down in a few moments I am going to let Ford discuss those fifty-seven problems, if the Chairman will give him a chance.

Speaking seriously, the problem in New York is a great one and the work that is being done is epoch-making. Of course the commission have not been able to do half the things they wanted to do. The standards they have set are nothing like high enough but they could not have set them as high as they wanted to and at the same time have carried with them the support of the entire community—the real estate interests, the financial interest, the building interests, practically everybody. Under their regulations they did not do a whole lot of things that some of us would like them to do and a whole lot of things they would like to do themselves, but they are starting right.

Nor is the value of their work by any means limited to New

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York City. Like many other things in that great centre of population, what is done there is of value to the whole country. With the adoption of such regulations in New York City, a wave will spread throughout the entire land, even into the smaller cities, a wave of public sentiment for the adoption of similar regulations.

In many cities throughout the country people will say as they do so often: "If New York can do this, why can't we?" and they will start in and begin to district their own towns.

The situation as I see it is the most hopeful one the city planning group has ever had to face. I repeat, we are standing on the edge of a great change in living conditions in America. We are going to revolutionize conditions in a generation so that the generation that comes after us, reading the accounts of how we hesitated and deliberated and wondered what we could do, will say: "Is not that an interesting illustration of the timidity and lack of courage of the men who went before us? Why they actually deliberated for years whether they could district a city!"

HON. EDWARD M. BASSETT, *New York City*:

Many of you will remember that during the Chicago Conference on City Planning Mr. Ford called a special meeting and inquired regarding building height limits in all of the cities of our country. The Height of Buildings Commission in New York City had just been organized. Mr. Veiller, from that time until now, has been the constant helper and critic, and to him as to perhaps a dozen others, is due the credit of the progress we have made in New York. In this connection we must never forget the initiative of George McAneny.

I want to go back to one or two points in Mr. Veiller's talk—first to the case of Hadacheck. Mr. Veiller's view of that United States Supreme Court's decision will, I hope, be the prevailing interpretation of the Bill of Rights clauses of our national and state constitutions, but we must remember that the United States Court does not determine the law

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for all of our states. Perhaps we would be nearer right to say that the United States Supreme Court is inclined to let a state be the arbiter of how far it should go in exercising its police powers under its own constitution, and the Hadacheck case may be interpreted by the courts of some of our states as holding that the United States Court will not usually overturn the deliberate judgment of a state court in what it conceives to be within the police powers.

We are still working on the height, area and use maps, and will not know for several months whether we are going to pull out in a way that will bring a result. I will try to give a synopsis of the work from the time of the Chicago Conference, three years ago, until now.

The first commission was not created under authority of legislative enactment; it was appointed by the Board of Estimate to collect all the facts and make recommendations. We soon concluded that the scope of the work must include more than skyscrapers. We therefore recommended a rule for heights and also a charter amendment. The latter provided that the Board of Estimate could district the city; that it should appoint a commission to arrange the boundaries of each district, and the regulations to be imposed on new buildings in that district; that the districting should be done in relation to height, in relation to the percentage or area of the lot to be covered, and in relation to use and occupation; that it should make a preliminary report to the Board of Estimate after holding hearings, and that later it should make a final report; that on the adoption of the final report by the Board of Estimate, the acts and regulations would become the law of the city. In other words, the State of New York delegated to the City of New York all the police powers of the state in that behalf and outlined the method of their exercise. The law was passed and the commission appointed. Mr. Purdy, who spoke last night, has been one of our most helpful members. Mr. Ford and Mr. Whitten have headed the staff of about fifteen. The precedents in other countries did not help us much. We sought for several months to find firm

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ground on which to proceed. We started in that way that Mr. Lewis, Mr. Goodrich and Mr. Ford have taught us all to start, namely, with the study of the streets, of buildings, of the traffic; we got right down to these details. We endeavored to discover what were typical buildings in the city of New York, and where buildings of this and that type were located.

I remember well our reaching a stage when we thought we had our feet on firm ground. We thought that we could do something in recognizing localities that were for skyscrapers or for moderately high buildings, or for low buildings, and similarly localities for uses like residences, business and industry, which could be grouped under the skyscraper or the medium height, or the low class for the outlying districts. We prepared charts and decided on words to describe districts of that sort. We later emerged from this confined and and somewhat academic channel, and found a method of the greatest possible elasticity.

Without going through all the stages of our work, let us come to the present and see where we are. We have prepared three maps of each of the five boroughs of the city of New York. One map districts that borough according to heights of buildings with relation to the streets, the districts being two and a half times the width of the street, two times, one and a half times, one and a quarter times, and one time, with provisions for setbacks and towers. Please remember, when we speak of districting or zoning in New York, we do not refer to belts, as in Vienna, or in many of the German cities. We have gone at it block by block and in some cases a block will constitute a district. There are many locations of each type of district. Another map of each borough districts that borough according to percentage or area of the lot covered. These area districts have been described by letters which, to the wonderment of many of us, are about as familiar now to the property owners of New York as to our own staff. They run from A to E, A being the 100 per cent. district, or warehouse district, near the water fronts and the

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railroad terminals and facilities, the E district being the detached house class, although it will not be impossible to build apartment houses in that district, if plenty of light and air are given to them. Another map of each borough districts that borough according to use and occupation. This has been done street by street, and block by block, and when you consider that the work extends from the southern tip of Staten Island north to the Yonkers line, and from the Hudson River east to Flushing, Rockaway, and beyond Jamaica, you will see what an enormous territory has been covered, and the great amount of work that has been done by the staff. These maps, with the regulations for each district, have gone before the people and a series of largely attended hearings have been held. I figured the other day that at least 150 public hearings or conferences of a formal character have been held in our city during the preparation of this work. Every one has been invited to come; everyone has been urged to present his criticism and push it to the limit before our two commissions. The final report was presented to the Board of Estimate a week ago. The districting law requires that the Board of Estimate must hold public hearings. At the close of these hearings the Board has power to adopt the regulations and approve the maps. If one files building plans thereafter they must correspond with the district requirements of that spot, as shown on the three maps of which I have spoken. Of course we are still open to that criticism that may come from the sporadic property owner, who does not like the location of the lines, but it is a remarkable fact that throughout the city of New York there is to-day, no newspaper, no organized group of people, whether real estate, vacant land, or taxpayers' associations, there are no corporations of the large lenders or insurance companies or banks that are opposing this districting work. It is favored by owners of vacant property, built-up property, skyscrapers, factories, detached houses—in short, there is no group or class of owners that seem to be opposed. On the other hand, they are urging that we use the greatest speed to put these restrictions into

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force, so that localities shall not be invaded with unsuitable uses before the law can go into effect. But I must not allow myself to give the impression that we are through. I believe, however, that it is just a question of time until we succeed.

We have this year secured an amendment to our districting statute which may turn out to be of as much importance as the original work. The original law did not provide for changes from time to time which a growing city must have, and yet we all realize the necessity of stiffness in those regulations, so they cannot easily be altered. The amendment provides that the Board can alter the confines of any district and the restrictions within the district, but must first hold a public hearing, and if the owners of twenty per cent. of the frontage, affected by the proposed change protest in writing, then the unanimous vote of the Board is required. This will allow needed changes to be made almost perfunctorily, but a meritorious opposition can usually obtain at least one vote in the Board to vote against the change, in which case the restriction will stay. Thus time will, we hope, perfect the maps.

An final word about the "E" districts, which are detached house districts. There were people in the beginning that protested that we should have no restriction which would prevent their present private houses being torn down and apartment houses going up. That was the general feeling through Flatbush, for instance, in perhaps the best detached house locality of the borough of Brooklyn. Gradually there came a change, as the people thought it over—and I refer to this in connection with our discussion this morning as to whether people would favor continuing restrictions, because most of this locality is under carefully drawn private restrictions. We erected certain E districts. Gradually a demand arose from other localities that wanted to come in to the E districts. They wanted to continue indefinitely the restrictions as to private houses, and in our final maps we have increased the E districts probably threefold, and increased their area

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perhaps two times. We received petitions anywhere from 80% to 90% of the property owners.

GEORGE B. FORD, *New York City*:

If the city government of New York puts into effect the radical and much-talked-of Zoning Law, all future buildings will be restricted as to their height, size and use and the restrictions will be different in different parts of the 327 square miles of the city.¹

Hon. George McAneny, the father of the law, said: "It is the greatest thing the city has ever done, not even excepting the building of the great rapid transit system." Mayor Mitchel said that he believed that it would prevent in the future the enormous decline in property values such as had occurred below 34th Street in Manhattan. He believed that residence sections throughout the city would be protected against the sporadic store, factory or garage.

In general, the law will limit the height of buildings in proportion to the widths of the streets on which they face all the way from two and a half times the width of the street in the financial district, through two times the width of the street in central Manhattan, with one and one-half times in the balance of Manhattan and in small portions of the other boroughs, down to once the width of the street throughout all the rest of the city. A future Equitable building could only be a third as high because it faces on narrow streets but a tower in the center of it, half as large again as the Woolworth tower, might rise to any height. The Woolworth building on the other hand, if facing on a park, might be very nearly duplicated. The shopping district on Fifth Avenue will consist of buildings not much higher than Tiffany's but along 42nd Street buildings may rise about as high as the Hotel Manhattan or Knickerbocker. Twelve and fourteen-story apartments will continue to go up on the main avenues and

¹ Zoning Law adopted in July, by the virtually unanimous vote of the Board of Estimate and Apportionment.

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eight and nine-story apartments on the side streets, but no building of any kind can go any higher except by setting back from the street. Throughout most of the city, however, four or five stories will be the limit. Towers may be built to any height but they cannot cover more than a quarter of the lot. Mansards, dormers and terraces are encouraged; anything that will open up the streets and bring light down into them by making the upper part of the buildings set back from the street above a reasonable height.

The size of buildings will be controlled by the fact that the law requires just so much open space on each lot. This again ranges all the way from the warehouse districts along the commercial waterfront and along the freight railways where a building may cover the whole of its lot, through the B, C and D districts so called, in each of which in succession a building has to provide for larger and larger yards and courts, down to the villa districts where a house can cover only 30 per cent. of its lot and must be widely separated from its neighbor on at least one side. Throughout Manhattan and the densely built-up portions of the other boroughs, yards and courts in office buildings, factories, lofts, hotels, apartments, in fact all buildings, would have to be as large as those that have been required for the last fourteen years in tenement and apartment houses. Everywhere the yards and courts have to be increasingly larger at the top as a building goes up in height, so much so that these requirements tend to limit the practicable economic height of buildings even more effectively than do those directly affecting height. This is particularly true in the outlying boroughs. One important feature of the law is the encouragement it gives to playgrounds for material concessions are allowed to anyone who will provide adequate recreational space in connection with his buildings.

Right here it is desirable to sound a note of warning. It would be most unfortunate if the law were applied, as it stands, to other cities, for it is full of unduly liberal provisions in the way of height and size that tend strongly to defeat the object

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of the law but which were necessitated by the exceptional economic conditions of New York.

As to the use of buildings there are only two general classes of restrictions; first, the districts which are restricted against business and industry of all sorts, the so-called "residence" districts, and second, the tracts which are restricted only against manufacturing and public stables and garages, the so-called "business" districts. In the former almost any kind of building that people live in is allowed, also churches, schools, hospitals and various institutional buildings. In the business districts any residence use is allowed and even a certain small proportion of the unobjectionable types of manufacturing. The use districts have been laid down street by street and, in fact, block by block, depending on existing conditions and tendencies. The result has been that about two-fifths of Manhattan and about two-thirds of the whole city has been set aside for all time for strictly residential use, while the main thoroughfares, the transit streets and all other streets that are or might be appropriately used for stores or show rooms are set aside as business streets. Many streets which are now seriously invaded by factories or garages are restricted against them from now on because it was felt that they were a distinct harm to the street. On this ground all of the central part of Manhattan above 23rd Street was made a business district despite the fact that there were already hundreds of factories employing in all upwards of 30,000 operatives within the district. This law will not touch the existing factory lofts as it is in no sense retroactive, but the "Saving New York" movement, in which most of the merchants along Fifth Avenue combined to oust the factories in the neighborhood, has already succeeded in persuading almost all of the manufacturers to move away. It was a remarkable and timely vindication of the economic need of this law.

It is interesting to see how the unbroken residence districts have been becoming larger and larger at the insistence of the property owners themselves, so that in some cases of

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their own volition they must walk at least a mile to the nearest store of any sort. These restrictions do not interfere in any way with existing or future private restrictions placed on any property except that if this law happens to be more drastic than the latter in any particular, this law would govern.

All of the balance of the city which is not in one or the other of these two kinds of districts, is left unrestricted. It includes all of the land appropriated for industry along the navigable waterfront and along the freight railways, as well as most of the territory which is now given over to manufacturing. It includes also, scattered throughout the city, a number of blocks which are already invaded by public garages or which are appropriate for that use. Certain other areas, especially around Jamaica Bay and along the shores of Staten Island are left entirely undetermined in their use pending the working out of the plans for the port and terminal facilities of New York.

The law will be administered by the city superintendents of buildings in each of the five boroughs and in so far as it affects tenement houses the law will be administered by the tenement house commissioner, while the following up of buildings after they are completed will be under the jurisdiction of the fire commissioner. In any case, wherever there is any question about the application of the law in a specific case, the matter can be taken to the newly constituted Board of Appeals, which is the board of review for all matters that relate to the construction or use of buildings. In addition, the law has in it a number of specific clauses giving the Board of Appeals discretion in allowing exceptions to the law.

The law itself can be changed only by the Board of Estimate and Apportionment which created it, and they can, after due notice and hearing, make amendments at any time, but if in any case 20 per cent. of the property owners affected by a change object, the Board of Estimate can make the change only by a unanimous vote. There is also a clause which says that if on any street or district 50 per cent. of the

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property owners sign a petition for a change in the map as affecting that district, then the Board of Estimate must act on it in one way or another within 90 days. It is realized that the law and maps are not perfect and they must be changed from time to time. The provision for change is made difficult as the whole law would be of no value at all unless property owners knew what to count on and conditions were stable.

The idea of limiting the heights of buildings has often been broached in New York, but it did not come to a head until early in 1913, when Mr. George McAneny, then President of the Borough of Manhattan, asked the Board of Estimate and Apportionment to appoint a commission to consider the problem of controlling the height, size and arrangement of buildings. Such a commission of nineteen leading citizens, with Mr. Edward M. Bassett as Chairman and George B. Ford as Secretary, was appointed in March of that year, and after nine months of study presented a report in which they showed conclusively that the problem was far bigger than one of merely limiting the maximum height of buildings as that would affect only a small section of lower Manhattan. To that end they recommended two charter amendments which would permit the Board of Estimate and Apportionment to restrict the use of buildings, their height and the sizes of their yards and courts differently in different parts of the city. These Charter amendments were passed in May, 1914, and a month later the Board of Estimate and Apportionment appointed a Commission on Building Districts and Restrictions of seventeen members with Edward M. Bassett as Chairman and Robert H. Whitten as Secretary, to carry the work through to consummation.

This Commission found that the first thing that it was necessary to do was to become thoroughly conversant with existing conditions and tendencies with regard to all property and improvements, the character and intensity of their use, all natural physical conditions as they affected property, and the distribution of the use and effect of public utilities. An intensive study of present and future rapid transit and the

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distribution of population in New York was made for the Commission by John P. Fox and Herbert S. Swan. Frank B. Williams made two trips to Europe to study the effect of the districting and zoning laws there.

A detailed study was made of what other American cities have done toward controlling the height, size or use of their buildings, but as no city had begun to approach the subject in a comprehensive way, the Commission found it necessary to go back to fundamentals. The first year was spent in collecting this data and getting it into form for use. Meanwhile the Commission and its staff were trying out every possible suggestion for controlling the size or use of buildings and the practicableness of various possible kinds of districts. It was a long process of elimination in which everything that would not work was discarded. The Commission held innumerable conferences and in all some sixty public hearings. They made a point of getting in touch with everyone who, through his experience or knowledge, they felt could assist in arriving at a practicable result. They went out continually to meetings of local groups in the various parts of the five boroughs as well as inviting people who were conversant with local conditions constantly at the office. The result is that the law as passed is not the work of a limited group of men, but is the result of the combined thought of thousands of people from all parts of the city. The work of the two commissions is being summed up in a final report which will be completed within a few months. Meanwhile the law with the accompanying maps as enacted has already been published.

Despite the preponderating sentiment in favor of the plans as finally adopted and the almost unanimous feeling that districting was desirable, it was realized that the law or some parts of the maps might be taken into the courts. As the law will be administered under the police power of the state, without compensation to property owners when they may feel that they are damaged, the Commission felt that it was highly important that the law and the district lines should be such as the courts would be likely to uphold as a proper

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exercise of the police power. Constantly the Commission wanted to be more drastic than they were but they restrained themselves as they felt that it was far more important to plan a law which would be likely to be upheld by the courts rather than to secure all they felt desirable with the possibility of the whole law being declared unconstitutional. Recent decisions in the supreme courts of various states of the United States and particularly in the supreme court of the United States have given a remarkable impetus to the controlling of the development of private property along the lines which this law lays down.

The Commission constantly asked itself, "Will this particular feature of the law or will this particular district line tend to improve health, safety and general welfare?"—and as one goes through the various parts of New York and examines in detail what the Commission has done, he can study out the helpful effect it is bound to have; he can see what it is going to mean in relieving the inconvenience, danger and unhealthfulness in the rapid transit systems of the city, particularly in the central portion of Manhattan. It can be seen how it will tend to relieve undue congestion among the tall buildings of the city; how it is bound to improve business districts by keeping the factories out; how it is going to have a wonderful effect on family life, health, general welfare; how it will preserve the residential parts of the city and protect them against the invasion of business, factories and garages, and how it will show how everywhere at least a reasonable degree of light and air will be available for every building.

Another thing which the Commission kept continually in mind was the necessity of conserving real estate values. There were a number of leading real estate men on the Commission and they insisted constantly that real estate values must not be jeopardized and wherever possible that they should be enhanced. They soon found that that which was to the interest of the community from the standpoint of public health, safety and general welfare was also an advantage from a real estate standpoint, so the two points of view—

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human and business—have gone on together, side by side; working to a common end.

The whole problem is related very closely to the rapid transit problem, in fact to all the other features of the city plan. It has been borne in continually upon the Commission that districting without comprehensive city planning left the job only half done and that as various new streets or parks were laid out, or new transit lines opened up, or terminal features planned, they would change the districts in their neighborhoods. It was a matter of great regret that it was not feasible in this case to carry on both the general planning and districting at the same time.

In the various reports of the Commission nothing whatever has been said about the effect of the new law on the appearance of the city and yet within the next twenty-five or fifty years it is bound to make the city far more orderly and even more beautiful. It has been said that it would spoil the glorious sky line of New York and rob the city of its "crowning glories." But so far from doing that, I am convinced that the sky line of New York some twenty-five or fifty years from now will be far more wonderful than anything we have yet dreamed of for the law is full of special provisions which are bound to encourage the erection of towers, mansards, dormers, terracing roofs of a variety and interest far different from anything which this country has yet seen. More immediately, it will put order and harmony into the streets of the city, particularly the residential streets. It will tend to prevent the streets from being broken up as they are now.

Ultimately one of the greatest effects of all will be the effect which it is bound to have on family life and citizenship, for as the character of neighborhoods become assured families will begin to settle down in one place instead of constantly shifting about as they do now. Local ties will be formed, neighborhood spirit will grow; social and community consciousness will develop and people as groups will take more and more interest in the affairs, both social and civic, of their neighborhood.

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The result is bound to be, as it always has been under similar conditions, that just in proportion as people do take more interest in their surroundings they contribute more to the direction of the control of these surroundings. In that way a civic spirit and citizenship is built up and in that way this new law is bound to contribute to better family life and better government.

COL. WM. W. HARTS, *U. S. A., Washington, D. C.:*

The Commissioners of the District of Columbia, three in number, are appointed by the President and confirmed by the Senate of the United States. They are required to consist of two bona fide residents of the District of Columbia and one officer of the Corps of Engineers of the United States Army. I am not a member of the Board of Commissioners, but am in charge of public buildings and grounds, the present Engineer Commissioner being Lt.-Col. C. W. Kutz. The three members constitute a commission endowed by Congress with certain powers in the conduct of the government of the District of Columbia. They are not a municipal government in the same sense as that term is used in the organization of other cities, having no initiative or sovereignty except as delegated by Congress. They have certain duties and functions which are prescribed by Congress, which has supreme authority in the government of the District.

The question of districting and delineating zones in Washington is now receiving the consideration of a great many persons interested in the proper safe-guarding of the development of the city. The experiment of New York in this direction is being watched with much interest, to see whether they are successful in accomplishing all the things which they are setting out to do.

Washington now restricts the height of its buildings. It is not necessary in Washington that there should be buildings of great height. There is no real congestion of population such as is found in many other cities. The values of property are not high in spots so that skyscrapers are not necessary.

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In consequence the policy of restricting buildings to a reasonable height can be easily enforced. Much of the property in the city has been once owned and sold by the United States with certain restrictions from the beginning, so that the constitutional question of infringing private ownership or confiscating private property is therefore not of the same importance as elsewhere. The height of buildings has been determined heretofore by fear among real estate owners. Several years ago an apartment house was erected in Washington to a height of fourteen stories. People became alarmed, and a law was passed limiting the height of all buildings. The limits now established are 85 feet for residence streets and 130 feet for business streets, except on Pennsylvania Avenue, where the limit is fixed at 160 feet.

There is at present a pressing necessity for lowering certain of these heights still further and introducing other restrictions. We find for instance that on Sixteenth Street, which is distinctly a residence street, advantage has been taken of the fact that I Street, which crosses it, is technically a business street, as determined by the percentage of buildings on that street devoted to business purposes. On the corner of Sixteenth and I Streets we have a ten-story hotel or apartment house extending to a height of 110 feet, the permissible height being 85 feet upon a street of the width of I Street, viz., 90 feet, if controlled by the rules applicable upon a residence street. Thus we have a very objectionable building erected on a distinctly residence street with a height 25 feet in excess of the height permitted in other buildings on this street, because it is technically erected on a cross street, which is a business street. The result is an eyesore to the whole city and is the cause of much unfavorable comment, so that we shall probably have further restrictions imposed in the near future.

Another instance of the harmful effect upon community interests resulting from the excessive height of buildings is seen in the conditions about Meridian Hill Park in Washington. This park was purchased at a cost of about a half

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million dollars appropriated by Congress, and will be developed at a cost of about a quarter of a million more. The park is located on a hillside, the upper end being about sixty feet higher than the lower end. One of the principal features in the planning of its development has been to preserve the view over the city from the high ground for it is about 200 feet above the Potomac River. As there are no adequate protecting restrictions at present, plans are now in preparation for a large apartment house at the foot of this hill, fronting directly on the lower end of the park, and some twenty-five feet higher than the highest point in the park. This will afford the occupants of the apartments a delightful outlook over the park, but will so restrict the view over the city from the park as almost to destroy it. In other words, the lack of sufficient restriction of building heights permits private owners to transform one of the principal features of a great civic improvement into a private benefit to the serious injury of the public interest. From the point of view of money value alone, it is believed that the interposition of this apartment house detracts more from the value of this park than the worth of the building itself.

All of these questions are creating a great deal of interest in Washington and are receiving careful and thorough consideration. We hope that you may have entire success with your plans in New York, and that we may share it with you in Washington.

JOHN P. FOX, *New York City*:

After Mr. Purdy has declined to speak, it is very presumptuous for any member of the staff to attempt to say anything. So I will only say a word or two. In regard to that matter of the corner store, I might add that a method of providing corner stores at infrequent intervals is this:—New York has a very intensive development, so we need business streets as a rule with stores all along them. But in one or two sections where we have single house development, we have limited stores to only one block in a large area; and in a city like

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Philadelphia you could very well limit your stores to occasional street intersections. So I think you could very easily work out the matter of confining your business to occasional corners.

There is one thing Mr. Ford might have added in regard to this work of districting. Although we would like to see the example of New York followed in undertaking to restrict property, we do hope you will not copy our extremes. The New York heights are extreme, and we sincerely hope that no city will copy the details of the New York height limitations. We want to see better results and not worse results in the way of restricting heights. I might also add that one difference in the method of restricting in New York and other cities, in Toronto, for example, is the great care taken to restrict by definite principle. Toronto restricting is done only by petition, and as a result it applies largely to the better residential districts. The New York work, under Mr. Whitten's and Mr. Ford's guidance, has been very carefully done according to well-defined principles which have taken a year or more to work out. The treatment of every problem is done according to some principle we have discovered in our investigations, and nothing has been done in a haphazard way. I think this is perhaps where New York has set a new standard of districting, going even perhaps beyond Germany, in having definite principles on which to proceed. If there was time, it might be interesting to hear some of the technique, but that you will find later on in some of the published reports.

EDWARD H. BOUTON:

How do you deal with a case of a corner store in a residential district or with a street on which are one or two stores which have a distinct neighborhood use?

GEORGE B. FORD:

Where the street on which the store now exists seems to be a street that is bound to become eventually the business

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district of the neighborhood, a street on which a car line is bound to pass or one toward which the people tend to gravitate, we have left it a business street; if it does not seem to have this character and there are enough thoroughfares nearby, we have made it a residential street. There are hundreds of streets on which stores of that kind exist and there has been no protest against making them strictly residential.

The method and policy which we used in creating business streets was to increase the number of business streets in proportion to the intensity of development of the residential districts; in other words, where buildings were built for apartment and tenement use, up to five stories, we have made all the avenues which cross the ends of the streets open for business use, and have kept the side streets for residential use. Where that intensity has been less, and only three or four stories in height, we made only every other avenue a business street, and kept the intervening avenue for strictly residential use. Our blocks as a rule run from 600 to 800 feet by 200 feet, and the 200 feet is on the avenue end, as you know. Where we come to less intensive residential streets, we have made the business streets every third avenue. That means that a person would have to go about 1,200 feet to the most distant point, but we found when we came to lay out the D and E districts, and the detached villa districts, that there has been a strong demand to cut out business streets, and in the detached house streets so many streets have been cut out by the property owners that they now from their own volition have to walk half or three-quarters of a mile, and in some cases a mile, to the nearest street where they can get a corner drug store; and they say they are doing that because they no longer walk to the corner drug store, but telephone. Anything can be sent around in a hurry, and having stores nearby, with our modern telephones and conveniences, is not the necessity it used to be, so our business streets have been pushed farther and farther back.

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DR. WERNER HEGEMANN:

I would like to ask why did you choose to call this set of wise city planning regulations "restrictions" instead of rather speaking of "protections"? Has not this term "restrictions" something quite unAmerican?

MR. FORD:

They might be called protections if it were not that the people are used to the term restrictions and do not think it quite so unAmerican as Dr. Hegemann would like to have us feel.

MR. VEILLER:

May I suggest another reason: Dr. Hegemann is not familiar with our politics. New York is a democratic city; it does not believe in "protection."

MR. FORD, in reply to questions:

We have a clause in our ordinance to the effect that if a building is destroyed more than fifty per cent. by fire or other cause, it shall not be rebuilt except in accordance with these restrictions, but we have another clause which allows the building department, subject to the approval of the board of appeals, to rebuild providing the building does not appear to be, as a result of a hearing, a detriment to the region in which it exists.

There has been a strong representation by a great many people that the restrictions of the ordinance will spread out buildings through the city and bring into the market property which has remained unimproved. As to the matter of filing plans in order to get ahead of this new ordinance, we know that plans are being made for buildings somewhat in excess of the provisions of the ordinance, but we have heard of almost no buildings that are very much in excess and none that will do any particular harm.

DISTRICTING THROUGH PRIVATE EFFORT

ALEXANDER S. TAYLOR

Cleveland

Over twenty-seven years of active operation in selling and developing real estate in Cleveland has convinced me that through lack of proper restrictions in our residential sections there has not only been an economic loss but a serious detriment to the proper and harmonious growth of our cities. The benefits that come to the owners and the public through districting have not been fully realized. The subject assigned to me therefore is one that appeals to my profession and my ideas and I shall treat it from the viewpoint of a historian as well as a prophet.

All cities are in fact districted more or less imperfectly by the tendency of the people who desire to use land for a given purpose, and the unsatisfactory and defective quality of the districting thus resulting in an unorganized way is widely recognized. All efforts to reduce the defects have been directed along two lines, through governmental regulation irrespective of ownership and through private effort on the part of owners supplying the demand in the form of districts with imposed restrictions.

I have no tolerance for the individual who sometimes classes himself as a real estate operator, who deliberately goes into a fixed residential locality and ruins not only the beauty but the harmonious development of that section by improper use of the land through the erection of business buildings entirely out of place, undesirable and unneeded in that section. There is always an open season for hold-up operation of this character on the part of certain individuals who seek to acquire

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land only in high-class residential localities and force adjoining property owners to take it over at a profit. So it appears to me that the vital effort of this organization should be directed towards such protection as will come through proper legislation and municipal control, for private effort has its limitations without legal redress.

I have found in my operation that restricted residential property is more salable, more desirable and more valuable than other properties open to invasion by business encroachment. A practical example of the desirability of restricted property is every day demonstrated in the demand on the part of prospective buyers for homes only in the sections under restricted control.

The making or unmaking of value in a community lies in proper restriction of land, and the more rigid and fixed they are, the safer and surer is the land owner's investment. The value of living in a restricted district is of vital importance, and the public is rapidly becoming educated to the advantage of acquiring lots only in sections that have been carefully restricted against the encroachment of business or manufacture, where they may feel safe and content in building homes without the fear that their investments will be jeopardized. Such restricted subdivisions are becoming more numerous, and with the campaigns of education, advanced by your organization and the real estate interests of this country, the increase of restricted subdivisions must constantly grow and the ultimate end will be a much wider development through districting by private effort, and I contend that the efforts that have been made in various communities by the highest class of subdivision developers to secure the integrity of restricted sections have done more to preserve and maintain real estate values than any other one source of effort.

The greater part of the responsibility of making a community lies with the real estate operators, and they should be responsible to the public for what they create, and likewise receive proper credit for their efforts towards the betterment of living conditions.

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I am sure you will agree with me that your inclination, when you first visit a strange city, is to inspect the best residential section. You will always find it in larger cities where there is restricted property. I know, were I to guide you today through Cleveland's best residential section, I would take you to our restricted districts, where the home owner, in the contentment and security of the protection afforded him, creates and maintains the most beautiful homes and rests safe in the security of his surroundings.

I point with pride to some of Cleveland's most beautiful and uniformly residential sections, such as Clifton Park, the Lake Avenue development, Wade Allotment, Ambler Heights, Euclid Heights, Shaker Heights, the Van Sweringen development, Bratenahl and many others, all splendid examples of Cleveland's highest class home sections, made so by the protection and security of proper restrictions and developed under the ideals of men of foresight and ability.

Many of you have seen the beautiful Roland Park development in Baltimore, the Country Club district in Kansas City, Ottawa Hills in Toledo, the Arlington addition at Columbus, and many other beautiful home sections, made so by the ideals of the high-minded men who conceived and developed them under proper restrictions.

I cannot say too much in honor of the men who develop and beautify and make possible those beautiful sections which will forever stand as lasting monuments to their memory. They believe that *safe-guarding the ownership of real estate makes towards better citizenship, and a valuable asset to the civic life of a community.* They sought principle before dollars, and protection before promotion. I am quite sure that the advantages that have accrued to these properties lie not only in their beauty but in their desirability as the highest class residential sections of those cities, through these restrictions, and the increment to them and the surrounding property through this stability and substantiality is now assured. We are awaking to the importance of the actual as well as the sentimental value of restricted sections, and while

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private effort is forceful in its influence to secure the finely balanced city, municipal control must come.

I believe that the zone system inevitably will come, though in a somewhat modified form, to meet existing conditions in various cities, for property values must be conserved and fluctuating values corrected. An economic depreciation, due to unregulated construction and invasion by inappropriate uses, must be eliminated.

It is true that the haphazard development and growth of our city has been benefited by restrictions, but the lack of building control is the serious detriment, and its only present relief lies in promoting a deeper interest on the part of the subdivider and operator. But in this he can only go so far, and final efforts for regulation must come through municipal control. Manufacturing plants, stores and other business buildings scattered throughout residential sections in a haphazard way are a constant menace and cause depreciation in land and building values, and a shifting of those values manifestly unfair to the holder of real estate.

This brings me to the discussion of the important restrictions which are necessary and vital to the interests of the property owner, which are used and applicable to the highest types of restricted developments heretofore mentioned.

One of the most vital of the restrictions is that of its use, and provides that the property shall be used for private dwelling house purposes exclusively, and that the premises shall be used for residence purposes only, and not for the purpose of any business or trade, and that only one single private dwelling house for the use and occupancy of one family with necessary outbuildings can be erected or maintained on the premises. Further restrictions provide against the erection of double, two-family, duplex, terrace, flat or apartment house on the premises, or that no building erected on the premises shall be at any time converted into an apartment house, two-family, double, duplex, terrace or flat. Certain subdivisions require that no house shall be erected, placed or suffered to remain on the premises being less than two-stories

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in height, while in other subdivisions the bungalow type of house is permitted and advocated. Another important restriction provides as to the minimum cost of the house to be erected on the lot. This varies according to the value of land and surroundings.

Another restriction most important provides for the distance at which the house should set back from the street and side lines, varying in accordance with the size, depth and shape of the lot. The manner and direction in which the house should face, the type of house and its height and the distance at which it should be set above the grade of the street are also provided for.

On lots of limited area, restrictions provide that no stable or other outbuildings for the use and occupancy of animals or fowl shall be permitted on the premises. Restrictions provide further that no cesspools or receptacles for the use or storage of any liquid waste, no privy vaults or privies shall be constructed or kept on the land, and no nuisance of any kind shall be maintained or permitted thereon, nor any use made of the property which would be obnoxious or dangerous to the health of adjoining property owners. The grantor of the land is given the right to remove or destroy any such nuisance maintained under this class of restriction without being liable for an action of damages on the part of the owner.

Restrictions also provide the distance back from the street line at which garages or other outbuildings may be placed, specifying distance both from front, side and rear lines of the lot.

Restrictions are also found against erection of advertising signs, billboards or any other advertising device, or other nuisance excepting as pertaining to the land on which said sign is located and against the use of the premises for any purpose which would endanger the health or disturb the quiet of any holder of adjoining land.

Restrictions may properly regulate the height, location and construction of fences, walls and hedges. One excellent restriction provides that no fence or wall of any kind for any

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purpose shall be erected, placed or suffered to remain upon said premises near to any highway now existing, nor any hereafter created by the subdivision of said premises. A regulation that no spiritous, venous or fermented liquors shall be manufactured or sold either at wholesale or retail on said premises is frequently found.

Another restriction provides that only one dwelling house shall be erected, placed or suffered to remain, unless the land be subdivided, but the same shall not be subdivided into lots having a frontage less than a designated amount.

No place of public entertainment, apartment house, flat, boarding house or building designed for the residence of more than one family, and no hotel, tavern, dance hall or other resort shall be established, conducted, maintained or suffered to remain on the property.

Restrictions provide also for the necessary location, and for the erection and construction of poles and wires for the transmission of electricity for telephone and other purposes.

Some operators go further and reserve exclusive right to grant consent for the construction and operation of street railways, electric light, telephone and telegraph pole lines and conduits in and upon all highways, upon which any portion of the lot may abut.

Another restriction provides that no portion of the lot nearer to any highway than the building line as established shall be used for any purpose other than that of a lawn. This, however, shall not be construed as preventing the use of such portions of the premises for walks and drives, for planting of trees and shrubbery, for growing of flowers or ornamental plants, or for statuary, fountains and similar ornamentations, for the purpose of beautifying the premises, but no vegetables so-called, nor grains of the ordinary garden or field variety, shall be grown thereon, and no weeds, underbrush or other unsightly growths shall be permitted to remain or grow anywhere upon said premises, and no unsightly objects shall be allowed to be placed or suffered to remain anywhere thereon.

These restrictions should be deemed as covenants and not

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as conditions and should run with the land and bind the grantee, heirs, executors, administrators, devisees and assigns, until and during a certain fixed period of time. The most important feature of the operation of restricted property is in the manner of the expiration of the restrictions, the difficulties of waiving or modifying them, and the renewal upon expiration.

It is a regrettable fact that there are high class subdivisions upon which restrictions were placed at the first sale of lots fifteen years ago, and these restrictions are expiring in 1925, so with only ten years of restricted control on some of the properties, it is a difficult matter to negotiate a sale of the remainder, without an adjustment of the situation, for a buyer would not consider the purchase of a lot and the erection of a handsome home with the fact facing him that in ten years contiguous property might be sold and used for business or other purposes.

We must strive constantly to further safe-guard the interests of our people through offerings of only restricted subdivisions. It is up to the real estate operator, with the assistance of such civic bodies as yours, to continue our aggressive campaign for the city beautiful as well as the city practical. Through these efforts we can wield a potent influence and mold public opinion for the betterment of conditions that go to make the home a safer and more staple investment and our cities more beautiful and harmonious in their aspect.

PLANNING PROBLEMS OF SMALLER CITIES IN THE UNITED STATES

JOHN NOLEN

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INTRODUCTION

The smaller cities have been defined in a rough way to include cities with a population of approximately 100,000, or which will soon have a population of that size. The leading idea, however, will be to show that the planning problems of the smaller cities are very much like those of the larger cities, except that the smaller cities have an opportunity to head off and avoid many of the evils resulting from the early lack of proper planning on the part of cities that are now large. The chief points of comparison will be that the planning measures recommended for the small cities may be mainly preventive, while in the larger cities, except in outlying areas, they must be mainly corrective. Moreover, the smaller cities by taking early action can establish high standards of physical development and carry them out at low cost. On the other hand, the larger cities must often be satisfied with low standards carried out at high cost. Thus it would seem that the subject of the paper is not so much the planning *problems* of the smaller cities but their planning *opportunities*.

A notion prevails that comprehensive plans are needed only for large cities. The reverse of this is nearer the truth. In large cities the conditions are comparatively fixed and unyielding. Comprehensive planning, especially with our present legal limitations, can occupy only a limited field in larger places, relieving only the worst physical conditions, ameliorating merely the most acute and intolerable forms of congestion, correcting at best but the gravest mistakes of the past. Wide, many-sided, thorough-going, imaginative

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planning, so far as large American cities are concerned, under popular democratic administrations, must be confined for the present mainly to the expansion of these cities, and to the betterment of what are really suburban or separate communities on their outskirts. But with the smaller cities, —cities with a population which would justify placing them in the 100,000 population class, the opportunity is different. Comprehensive planning may be to them of far reaching and permanent service, for there is scarcely anything in the smaller places that may not be modified or changed. In the smaller cities, for example, streets can be widened, transit systems properly outlined, building districts defined, park and recreation areas selected, public buildings grouped, and a scheme of planning adopted which will have unity and character. All of these elements of a city plan, almost indispensable sooner or later to the progressive community, may be had in the small city with relative ease and at slight cost. As we have given heretofore in our efforts toward social reform too much attention to caring for the mere wreckage of society, and too little to establishing a better social order that would permanently reduce the amount of that wreckage and its cost, so we have expended too much of our time and money in almost futile consideration of the ills that afflict our great cities, instead of providing against an unnecessary repetition of those self-same ills in cities that are to-day small, but in which there are clear indications of steady growth. There is an analogy close enough for the purposes of this discussion between the ease with which a child may be improved as compared to an adult, and a small city as compared to a larger one. Potentially almost every improvement is possible to the former. What is still possible in the latter is definitely limited.

TWO FORMS OF TOWN AND CITY PLANNING

Two forms of town and city planning have required attention in the past, and will continue to require attention in the future. The first is concerned with villages and towns

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planned in advance of a settlement of population; the second with existing towns and cities which must be replanned or remodeled to meet new and insistent requirements. Planning a town or village before its settlement has great advantages. Many places intended primarily for governmental, industrial or residential purposes have been so planned. It is a method which merits much wider use. But the opportunity to plan a community in advance is only occasionally possible. The complex influences which determine the selection of the sites for towns and villages and future cities and the locations of the first streets and buildings must usually be left to work out their results by natural forces. The opportunity deliberately to lay out new towns and cities is limited, and probably always will be. When, however, a small population has been attracted to a village or town by natural causes and there are indications that because of strategic situation, climate, natural resources, the inevitable trend of trade and commerce, the wealth and energy of citizens, or other forces, a city of some importance is to be established, then if action is taken soon enough, it is entirely practicable and certainly economical to replan the existing town so as to provide more satisfactorily for its present and its future needs. There are scores of cities in this country with a population to-day of 100,000 that will have a quarter of a million in two generations or less. We can realize this fact more vividly if we look back thirty years, say one generation, and contrast the population figures as given in the census of 1880 with those of 1910 for the following cities:

| | 1880 | 1910 |
|-------------------|---------|---------|
| Cleveland, | 160,146 | 560,663 |
| Detroit, | 116,340 | 465,766 |
| Milwaukee, | 115,587 | 373,857 |
| Rochester, | 89,366 | 218,149 |
| Indianapolis, | 75,056 | 233,650 |
| Kansas City, Mo., | 55,785 | 248,381 |
| Fall River, | 48,961 | 119,295 |
| Bridgeport, | 27,643 | 102,058 |

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Thus we may see that one of the planning opportunities of the smaller cities is to replan early enough to meet the increased demands of the future, to readjust, as may still be done, existing developments, and by skill and foresight to adopt such plans as are necessary for the newer outlying areas soon to be built upon.

This idea of the necessity for remaking cities before it is too late and to recognize in city planning, as in other subjects, the necessity to adjust to new conditions and new ideas, has been well expressed by a distinguished writer on city land values. "New inventions and new habits and customs," writes Mr. Richard M. Hurd of New York, "will probably cause the most marked future changes, other than those due to growth and transportation. All cheapening of the cost of buildings, all improvements in construction, all inventions, tend constantly to destroy the value of existing buildings. All improvements in transportation, such as the trolley, the elevated, the underground, the bicycle, the automobile—and in future possibly the flying machine—tend to destroy the value of these locations which depend on existing transportation. All changes in social customs, such as longer summer absences from the city, shift values, as in this instance from the city to the summer resorts. The great interchange of travel throughout the year from one city to another strengthens the radiating influence of the hotels, while the movement from residences to flats and apartments, concentrates population and augments the power of capital to attract.

"Change is a law of life, and as long as human activity continues to alter the conditions of city life, and human tastes, prejudices, fashions, habits and customs continue to vary, city structure and values will shift and change, but the study of the basic principles of city growth should reduce errors in forecasting to a minimum, permitting well equipped intelligence, whether in buying, selling, renting, loaning on, or in any way dealing with city real estate, to largely eliminate the power of chance."

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NUMBER, POPULATION AND IMPORTANCE OF SMALLER CITIES

The planning and replanning of the smaller cities takes on added importance when we consider how great is their number, the population affected, and their relative rates of increase. Of the total population of the United States, according to the census of 1910, more than one-half, or 53.7%, is still rural; only 46.3% is urban. Of this 46% more than one-half, or 25.5% of the total population, is included in towns and smaller cities with a population ranging from 2,500 to 125,000, and only 20.8% in the larger cities with a population of from 125,000 to 1,000,000 or more. Moreover, the relative increase of population is greater in the smaller cities, especially those with from 50,000 to 250,000, being 41% against 32% for cities of 1,000,000 or more. The number of places, of course, grows steadily with the decrease in population. For example, of cities of 1,000,000, there are only three; of from 500,000 to 1,000,000, five; of 250,000 to 500,000, eleven; of 100,000 to 250,000, thirty-one; of 50,000 to 100,000, fifty-nine; of 25,000 to 50,000, one hundred and twenty; and of 2,500 to 25,000, 2,176. Cities with a population of 100,000 or over number only fifty.

It should be pointed out frankly, however, that the choice for this discussion of the cities of the 100,000 class is arbitrary, and its principal purpose and main merit is the attempt to focus attention upon the advantages of early action in all matters that have to do with the planning of physical improvements, which have, as their aim, provision not only for the present but the future. Looked at in this way, cities of 500,000 population have advantages over those of 1,000,000; cities of 250,000 over those of 500,000; cities of our 100,000 class over those that are larger; and villages and towns over cities of the class which we have selected for special discussion. It may be said—it has been said—that the financial capacity of cities to make improvements, that is the power to pay taxes, increases more rapidly than the population and

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perhaps as rapidly as the cost of those improvements. According to the U. S. Census, the per capita assessed valuation of all property taxed in cities of over 500,000 population is \$1,283.82, while that for cities of from 50,000 to 100,000 population is only \$765.61. The ratio of increase in the value of particular pieces of real estate is less than the increase of population after a city has passed about 500,000 of population. Up to that population the land of most value in the city is normally increased by \$20 a front foot, for each 1,000 of additional population. This amount is curiously uniform from the smallest village up to cities of the size of Cincinnati or Buffalo. After that the increase is not so marked and in the case of very large cities would not amount to more than \$10 a front foot for each additional 1,000 of population. On the other side, however, must be placed the enormous cost often of buildings and other improvements which are necessarily destroyed, the great difficulty in getting a city government to make changes involving the destruction of much existing property, and the heavier burdens of taxation which larger communities often must bear, simply because they are large. The cost of planning itself is, of course, relatively an absurdly small item, but the advantages obviously are with the smaller places. Plans of a comprehensive character for a village, town, or minor city might be made for from \$1,000 to \$5,000, while for a larger place they would cost perhaps ten times as much, according to their difficulty and comprehensiveness. For his remarkable plan of Washington, L'Enfant was paid only \$667.66, but Washington was then a small city with less than 10,000 inhabitants.

NEED OF ADVISORY STATE PLANNING BOARD

Progress in planning for small places under our present form of civic organization is, I believe, apt to be slow unless cities can have the advice and service of qualified men. This would seem to require some form of state advisory organization, a clearing house of experience and guidance, somewhat along the lines which have been heretofore advocated by

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Mr. Thomas Adams, Town Planning Adviser, Commission of Conservation, Canada. Two things would seem to be necessary. In the first place, a state planning board or department of municipal affairs; and in the second, the early adoption by cities, towns and even villages and rural districts, of safe-guarding regulations and the preparation of surveys and general plans.

Like many state boards of health, the proposed state planning board or commission could be largely advisory. The one exception might be in dealing with those matters which concern two or more communities. Such a planning board would be organized to secure:

- (1) The identification of the administration of public health, housing, highways, and other matters with broad city planning projects.

- (2) The employment of technically qualified men in dealing with the physical, sanitary, social, and financial problems of cities.

- (3) The proper regulation of local finance, local expenditures, and local indebtedness.

- (4) The adjustment of public franchises directly connected with city planning.

- (5) The application of fair and right principles in regard to the extension of municipal boundaries or the co-operation between adjacent communities.

It would be a mistake not to recognize the objection that prevails just now on the part of those who advocate more home rule for cities, to state boards and commissions, even of an advisory nature. But after all, the purpose of such a state board, as is here suggested, is not to check or limit local government, but to offer it aid and to help it to be efficient and economical. It should be recognized, however, that even with such a state board or department, good city planning would still depend largely upon the efficiency of the city government and the successful organization and utilization of the best forces of the community, both public and private. How such efficiency and co-operation can most easily be

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secured is, I fear, beyond the scope of this paper, although very closely related to the subject with which it deals.

The one exception in which it would seem to be necessary to grant to the proposed state planning board more than advisory powers would be in dealing with those matters which concern two or more communities, as has already been suggested. In this matter I believe some new method is needed, if we are to escape constant and costly confusion and loss. "Directly one inquires closely into human muddle," writes a distinguished English author, "one finds all sorts of reasonable rights and objections barring the way to any sweeping proposals. I can quite imagine that Bocking (an English town) has admirable reasons for refusing coalescence with Braintree (another English town), except upon terms that Braintree couldn't possibly consider. I can quite understand that there are many inconveniences and arguable injustices that would be caused by a merger of the two areas. I have no doubt it would mean serious loss to So-and-So, and quite novel and unfair advantages to So-and-So. It would take years to work the thing and get down to the footing of one gas plant and water supply."

SAFE-GUARDING REGULATIONS FOR TOWNS AND CITIES

The safe-guarding regulations which should be considered and, if approved, adopted by the various local authorities themselves, are as follows:

- (1) The minimum width for main thoroughfares and the public reservation of land necessary for the same.
- (2) Provision for narrow streets and roadways of short length in many residential areas.
- (3) The establishment of building districts defining zones for factories, dwellings, etc., with regard to use, and also the bulk (height and area) of buildings allowable.
- (4) Provision for some systematic setting aside of recreation open spaces for public use in connection with the extension of the town or city, just as streets are now usually set aside.

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(5) The laying out or approval of land subdivisions by local public authorities.

In connection with these safe-guarding regulations, it should be established that property would not be deemed to be injuriously affected by reason of provisions which prescribe the minimum space necessary around buildings, their height, area, or character, or which limit the number of buildings to be erected in a given area. There should also be public power to purchase or expropriate land necessary for these wider public purposes, including, when desirable, land within 200 feet of the boundary lines of any street, park, or other public property.

LOCAL SURVEYS AND LOCAL PLANS

The town or city should have all the power necessary to make systematic local surveys, and to provide a general town or city plan, including the appropriation of the necessary funds, which, in view of the fact that such surveys are largely for the benefit of future generations, might, if it were deemed advisable, be provided for by bond issues. While it should be noted here that more than one-half of what is important for towns and cities, especially the smaller ones, could be accomplished by regulations and ordinances involving practically no expense, nevertheless I believe that early planning, at least general planning, is equally important; and in order that the regulations already referred to shall be wisely placed, a general plan based upon a local survey should be prepared as early as practicable.

One need, then, of the smaller cities is for some method that would bring action on the part of the town or city early enough and of the right character so as to avoid unnecessary waste and mistakes. The procedure would be simplified under a purely optional measure, and by establishing a fair tribunal, friction would be reduced between adjacent town, city, and county governments. These views are presented simply as tentative proposals for discussion of the Conference with the purpose of showing the urgent need of some acceptable and far-reaching, constructive policy.

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PRINCIPAL CITY PLANNING FAILURES OF LARGE CITIES

It has already been stated that the leading idea of this session is to show that the planning problems of the smaller cities are much like those of the larger cities, except that the smaller cities have a better opportunity to head off many of the evils resulting from the early lack of proper planning on the part of cities that have now grown large. Some of the principal shortcomings of large cities from the city planning point of view are the following:

(1) Inadequate systems of arterial streets, including with them a proper consideration of transit problems.

(2) The neglect of the regulation of city building according to districts, defining the use of various areas, with the regulation of height of buildings, percentage of lot to be covered, etc.

(3) The postponement until it is too late of the reservation of ample lands for park systems and local recreation grounds.

(4) The failure to recognize early the advantages, from many points of view, of an orderly grouping of public buildings, conveniently and appropriately located.

(5) A neglect of that kind of city planning which would give unity and character to the city as a whole, and enable it better to discharge its functions.

For theoretical discussion these five topics are almost endless, as they necessarily cover the larger part of the field of city planning. The best use of limited time, it seems to the Committee, is to present by lantern slides, brief, concrete illustrations, drawn from American cities, of what the problems and opportunities of smaller cities really are, and to some extent what the adoption of better methods of town and city planning have already accomplished. Illustrations are drawn from such cities as Bridgeport, New Haven, Hartford, Erie, Kansas City, Savannah, Scranton, Sacramento, Springfield; and such towns as Brookline, Walpole, Winchester, Glen Ridge and Biltmore. The example of what Walpole

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has actually done in two years is notable. The principal points to note are that certain changes or improvements are no longer possible for the larger cities; that there is a psychological moment and a limit to expense in town and city planning; that unless action is taken early by regulations and plans, large cities must accept lower city planning standards than smaller cities, and that the cost of improvements increases relatively with the size of the city, therefore the penalty for late action must be paid.

CONCLUSION

City planning can learn much from a study of the history, method and recent success, to say nothing of the rich promise for the future, of preventive medicine. Formerly medical practice was largely a negative program, a program of "don'ts." Now it is mainly positive and constructive. Formerly, it relied upon many misconceptions, one might say mere traditions and superstitions, until the work of gifted, clear-headed, hard-working scientists, such men as Darwin, Huxley, Pasteur, and a host of others, substituted accurate knowledge for guesswork. Among the misconceptions, traditions, and superstitions in the field of medical science which are now happily discarded are, for example, that night air is poisonous, that drafts are the chief cause of colds, that anything that smells bad must be detrimental to health, that inanimate things play an important part in the transmission of infection, that unsanitary conditions are not harmful in the open country, where we go to rest and recreate in the summer, that diseases are spread from great distances through the air, and that they come and go as the result of some supernatural power. There is yet much to be done in sanitary science and practice—better sewage disposal systems to establish in many places, infant mortality to reduce, workingmen to house under better conditions of air and ventilation, and streets to pave and clean. Nevertheless, we have now an entirely new conception of the nature and method of sanitation. We know what cleanliness is,

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and what it signifies for public health. The sanitary conscience has been awakened. We believe that a city can virtually determine its own death rate, within limits; that actually public health can be purchased, and that its price is paid in the great sums necessary for the proper disposal of sewage and other wastes, in the ample supply of clean water, in the liberal provision of opportunities for fresh air and sunshine. False economies in matters of this sort are being rapidly discarded as the direct result of the fine work of trained leaders. Furthermore, preventive medicine recognizes the relative ease and marked success with which it can deal with the new, and the small, and the unspoiled.

So, I believe, it must be with town and city planning. The merely corrective and therefore negative program must be displaced by one that is more positive and constructive. Misconceptions, false traditions and hollow superstitions must be put aside. For example, the belief that it is possible to plan wisely without a good local survey or a knowledge of local conditions; that sixty foot streets, fifty foot streets, or even forty foot streets can be made to serve as main arteries for city travel; that minor residence streets need to have wide roadways; that the removal of grade crossings is too costly for small cities; that poles and wires make a town look like a city (as I was once informed); and that street trees are not compatible with good business. We must cast aside the idea that it is an interference with private rights to limit the height of buildings and the area of lots that may be covered, or to separate factories from residences and high apartment houses from cottage homes; that public regulation and control of land subdivision is unnecessary, and an interference with personal liberty and property rights; or that real estate owners should be allowed to do as they please with their own, and that it is to their interest to do so, forgetting what the other fellow, under the same claim for personal liberty may do on the next lot. In housing matters there are likewise many misconceptions; for instance, that smaller cities have no housing problem,

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and that slums are to be found only in New York and Chicago and Philadelphia, and perhaps in parts of Boston, too; that the row or terrace house is necessarily ugly and an unsatisfactory home; that lots cannot be too deep; that alleys are necessary; that conflagrations will not visit wooden cities of three-deckers built five or six feet apart; that the poor have no longer the right to a home; and that garden suburbs and garden villages are only for England and Germany and other foreign countries. While great progress has been made in forming new and better traditions about the place of parks and recreation grounds, and in putting into practice new standards and new ideals, nevertheless much remains to be done. In many quarters, so far as the smaller cities are concerned, the idea still prevails that parks are a luxury and public provision for recreation unnecessary; that children can play in the streets with safety, as we did, and our fathers before us, forgetting the change that has come in the street; that the enjoyment of rural scenery is no longer essential for poise and vigor; that an acre or less is sufficient for field games for boys; that waterfronts can be properly developed in private hands, and that the laws of nature will be suspended and floods will not come to cities that choose to ignore the need to preserve and protect their drainage areas. Only the larger cities, as a rule, have considered seriously the problems of public buildings as a part of a scheme for a comprehensive city plan, because the smaller cities still think that the sites for public buildings should be chosen haphazard, and the city hall, post office, the central library, etc. distributed over the city more or less indiscriminately to suit the various real estate interests, or for some other reason, and that there is no practical or aesthetic advantage in an orderly grouping. Most persistent of all errors, and in some respects most difficult to combat, is the idea that the beauty of a city consists of mere adornment, that it is on the surface of things, and that beauty in a city is somehow different from beauty in a ship, an engine, a schoolhouse, or a factory, and that it is not mainly func-

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tional perfection. In broader matters, in phases which concern many physical aspects combined in one, the notion is widespread that it is too much to expect unity, character and distinctiveness in a city; or if not, that it must be left to come by chance and not by art. Not only in physical phases, however, but in law and expert services and costs, new ideas must, for example, displace such old ones, as that laws and constitutions cannot be changed, and that judicial decisions must always be a generation behind the times; that any one can plan a city, and that trained men have nothing to contribute to the solution of technical problems. Finally, the idea must pass that city planning is a new way of spending money, and not a new way of saving money and making the most of what we have.

These are some of the misconceptions, traditions, prejudices, and superstitions,—deep-seated and widespread, many of them—that hold back as if by fate progress in this art of planning and building towns and cities. Before we can have much progress, great masses of people must be converted by active propaganda to better city planning ideas and better practice. Leaders must rise up, large sums of money must be spent and great programs undertaken. And it must all be done in the name of scientific progress, well recognized economy, and human welfare. A truer estimate must be made of values, and a more accurate appraisement of things of first importance, and of other things relatively of second importance. Above all, we must gather up the lessons of the past. Through skill and foresight we must give to the newer and smaller cities the advantages of avoiding at least the identical errors from which the older and larger cities now suffer. Nearly fifty years ago, in 1870, the senior Olmsted, discerning prophet as well as gifted artist and humanitarian, wrote, "Remedy for a bad plan once built upon being impracticable, now that we understand the matter we are surely bound, wherever it is by any means in our power, to prevent mistakes in the construction of towns. Strange to say, however, here in the

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New World, where great towns by the hundred are springing into existence, no care at all is taken to avoid bad plans. The most brutal pagans to whom we have sent our missionaries have never shown greater indifference to the sufferings of others than is exhibited in the plans of some of our most promising cities, for which men now living in them are responsible."

Finally, we may ask what have the smaller places of the United States accomplished so far in town and city planning, and what are the prospects under present organization and methods. There are usually four stages or steps of progress, viz.: (1) educational propaganda to form public opinion, (2) the establishment of a city planning board or commission, (3) the preparation of a general city plan and the passage of the necessary laws or ordinances and lastly construction plans and their gradual execution.

In all we have sixty-nine cities with a population ranging from Canton, with 50,217, to Omaha, with 124,096. I have gathered together as much city planning information as possible with regard to these sixty-nine smaller cities. It is probably not complete, but I find that only twenty-four of them are reported as having undertaken city planning propaganda of some sort, the same number have local city planning authorities, less than ten appear to have had general city plans prepared, while still fewer have put these plans into action. With this meagre record of achievement, has not the time arrived for organizing our community forces on some better basis and establishing more effective machinery for town and city planning, especially for the smaller places?

PLANNING THE SMALLER CITY

STREET SYSTEMS INCLUDING TRANSIT PROBLEMS

MAJ. JOSEPH W. SHIRLEY

Chief Engineer, Topographical Survey Commission, Baltimore

Let us by all means assume in the brief treatment of this paper that the city under consideration shall have provided itself with a comprehensive topographical map, not only of the territory immediately embraced, or to be embraced, but, further, including an area which may, with good reason, be expected to come within the sphere of influence of the central town's development. Granted, then, that we are prepared with the necessary basic data for the study of both present and probable future conditions, our task is one of applying the best principles of city planning, for the establishment of a street system and for the solution of the rapid transit problem.

The title of this paper brings quickly to mind radiating thoroughfares of a sufficient width to care for traffic of all kinds. In cities of less than 100,000 it is seldom necessary that such highways should be of the same width as those now constantly being provided in our larger cities. But the point is, and it seems to me it is an highly important one—probably the most important one in the nature of street designing—that provision should be made for the ultimate widening of these thoroughfares so as to care for the maximum amount of traffic which such streets will be expected to handle when the city shall have attained a certain contemplated area and population. Let the smaller towns take most seriously the lessons learned by the larger cities, so that the street arrangements be what may be termed semi-constructive—that is satisfying the present requirements and leaving provision, without recourse to expansive corrective measures, for a broadening at a future date.

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Most towns, it would seem, take a certain amount of pride in pointing to their broad, spaciouly paved thoroughfares. In the greater number of such cases, however, the width of the constructed street is out of all proportion to the demands made upon it. How much more attractive it would be if, instead of providing such a broad paved space, a roadway and sidewalk suitable for present requirements only were adopted and the remaining space either parked or allowed to be utilized by the bordering property, under agreement with the municipality. In other words, when we establish and lay out our streets, especially the thoroughfares, let us provide ample widths for the future growth of the city, but until the time such space is actually needed for purely traffic purposes, let us not be burdened with a useless expense, but, rather let us economize and at the same time make more attractive the excess street space. In this connection, one is referred to the City of Washington, where the full effects of such an arrangement is strikingly apparent.

In either designing or rearranging our street systems, let us, first of all, give attention to our main arteries of travel, for with these well established, the filling in of secondary streets should naturally follow along harmonious lines. Let us see that not only the more congested portions of the town are properly served but also that our thoroughfares lead onward and outward and connect properly with outlying communities, so that the trend of suburban development may be encouraged along the lines most desirable.

Marked care should be exercised to prevent any obstruction to the city's highways; and, especially in this connection, is attention called to the exercise of care as to the location and extent of cemeteries. In most communities the charters of cemetery companies provide that condemnation of streets be not allowed through these properties, and this provision has been one of very considerable restraint in hindering our street systems. It has been frequently the case that such obstruction has not only prevented the prolongation of important streets but, as a result, a considerable neighbor-

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hood has grown in a manner far different than otherwise would have been the case. Railroad crossings and other similar obstructions to the prolongation of a street system can usually be handled through the expenditure of a certain amount of money. But not so with the cemeteries. Due both to legal and sentimental reasons they often form the most serious barrier to the proper arrangement of the city's streets. Such conditions, however, can usually be prevented by due care and foresight.

As with cemeteries, so too, to a lesser extent, with public lands in general. The location of all recreation grounds, parks, etc., should be chosen with an eye ever watchful to the growth of the city's street system. For, although there is usually no legal objection to the extension of streets through such properties, it is, nevertheless, most undesirable that such tracts should be cut up and divided by street extensions, and the reasons against such action have often been strong enough to divert the extension of a street from its normal trend.

It may be said, with a great amount of truth, that the value of a street system is in direct proportion to the extent of its diagonal highways. Of course their prime value lies in the number of connections they provide to and from sectional localities. But, too, by no means a small advantage they afford is that of the open junctions created by their intersection with streets of a secondary nature. Such open spaces easily permit of most attractive treatment, and a great variety of public uses can be found for them. Not only in an artistic way would they be found valuable but in the event of rapid transit subways they would very often prove of service in allowing the underground curves to be made without necessitating the condemnation of extra valuable property.

As a whole, the rapid transit problem is one so definitely governed by local conditions that it would seem that there is little left for generalization. The importance may be mentioned, however, of providing in the more sparsely built-up sections of the city private rights-of-way for the operation

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of long haul car lines. Such a provision, in conjunction with subways under the most dense sections of the town would now seem, viewed from our present knowledge and experience, to be a most desirable provision. But this, as well as a vast number of other provisions that might be suggested, depends upon the specific problems at hand, and it is only by diligent study, based upon the best data obtainable, that the desirable results regarding the street system and the transit problem may be secured.

DISCUSSION

B. A. HALDEMAN, *Assistant Engineer, Bureau of Surveys, Philadelphia:*

I believe that in all the discussion and in all the papers that have been presented at the various meetings of the Conference, and in all the books that have been written upon the subject, there has been a pretty general agreement that as a fundamental principle of street planning there should be a marked differentiation in the widths and arrangements of streets based upon their probable future use for transportation or other purposes. First, there should be a system of great main thoroughfares designed to carry not only ordinary traffic of every kind but whatever kind of special or high-speed transportation may be needed as the community develops, whether it be by means of surface, subway or elevated street railway lines, by motor vehicle, or otherwise. The streets of this primary system should not be planned merely to the city limits, or from one part of the city to another, but should be planned to reach important points in the surrounding territory. Take Cleveland or any other large city, or any one of the important smaller cities—they are the centres of supply for a considerable area about them and their means of communication and service should be the best that can possibly be given.

There is a very general tendency toward the breaking up of the centralization that has been going on unchecked in the large cities. This centralization and concentration is re-

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sponsible for many of the community evils with which we have to contend and it has been suggested that no city should be permitted to grow beyond a population of one hundred thousand. Such a limitation would undoubtedly be generally beneficial and if it could be accomplished, with the consequent spreading of the population, there must be great main routes for travel, for the people must be given the facilities for quick and convenient access to places of recreation and business. Whatever the form of future city growth may be, it is certain to be accompanied by a great and constant increase of travel, much of which will be for long distances and will need direct, adequate and convenient routes. To supply this need there should be a system of great main highways spaced generally from half a mile to two miles apart and the units of that system should be planned to carry a large volume of every kind of traffic needed by the community.

Cities cannot afford to have wide traffic streets and high-speed transportation lines every two or three blocks apart and should not undertake to build them too close together. At one of the meetings of this Conference some years ago, a transportation expert ventured the opinion that no city could afford to build subways. The necessity of carrying passengers underground is the barbarous result of failure to plan for street railway lines when the street system is originally laid out, and it would be wise for every city to plan its streets for a system of transportation which does not contemplate subways, for whether a city can afford to build them or not they are not the most economical, comfortable or healthful means of travel.

Street railway systems have generally been designed with the primary object of obtaining dividends. This was perhaps necessary and proper in the early days of street railroading when the street railway was something in the nature of a luxury, but it has now become an absolute necessity and must be considered in the very commencement of the street planning if the system is to be properly co-ordinated for the best service of the community.

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The units of the system of primary streets should be laid out with a definite view of the purpose each unit is going to serve in the general scheme of transportation, where it will ultimately lead, what important points it will link together and what its carrying capacity in the future must be. The determination of width and location will depend upon as accurate a forecast of future usefulness as can be made. The establishment of building districts or "zones," if such authority existed, would be of very great aid in planning the street and transportation systems as a knowledge of the class of improvements to be permitted in each district would afford a fairly reliable basis upon which to estimate traffic requirements.

The effect of the automobile on the city plan was considered at the first session of this Conference. The development of the motor vehicle is becoming one of the most important factors in modern transportation; it has already come into quite general use for freight carrying purposes and its use for that purpose is certain to increase; it competes as an independent carrier with both the street and steam railroad and it is independent of time schedules; it is with us to stay, for both pleasure and business purposes and its wide-working radius has enormously increased the volume, weight and speed of highway travel; streets must be planned to accommodate it for long distance as well as local service and for both high and low speeds.

Motor vehicle traffic may develop just as street and steam railroad travel has developed—through a gradual increase of speed and carrying capacity. We may not like this speeding up process but the pace of modern progress seems to demand it and the average is much more likely to increase than to decrease. In any event such a contingency should be taken into account in planning the system of primary traffic routes.

After the primary system of main traffic streets is laid out, there should be a secondary system forming convenient connections between the main highways and important points upon them or in their vicinity. The units of this system

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should be of less width designed to carry surface railway lines to act as feeders for the main rapid transit lines. Surface lines must, in any event, be the chief medium for the distribution of travel and if the tendency toward centralization and concentration is to be successfully overcome and the more open development of cities encouraged, ample facilities must be provided for public travel throughout those areas lying between the main highways occupied by high-speed lines. Where the population is thinly spread out, high-speed lines must necessarily be a considerable distance apart and must be supplemented with a well co-ordinated system of surface lines if they are to be made profitable and if congestion in their immediate vicinity, and particularly near their stations, is to be prevented.

The areas lying between the streets of the primary and secondary systems may be laid out with whatever system of local streets is best adapted for the development of each particular area.

All street planning should be under such public control as will prevent the indiscriminate laying out of streets by irresponsible private interests. The primary and secondary systems should be established far in advance of building operations while the layout of the minor streets may be made subject to co-operation between the property owners and the street planning authorities.

HARLAN P. KELSEY, *Salem, Mass.:*

In his discussion of street systems and transit problems, Mr. Haldeman has clearly and satisfactorily outlined a general program for large and small communities, and he has made very plain what are the fundamentals in planning ahead for suitable street systems to meet the demands of an ever increasing and diffusing population.

In the few minutes allotted me, it is only possible to consider the problem from the standpoint of the smaller city in which I am specially interested. After the broad through traffic routes between cities are provided for, we might well

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consider some of the important details that make for congestion in our modern cities, and suggest some remedies.

First, we should analyze the street traffic both as regards business and pleasure. In our smaller towns and cities that have a burden of through traffic by automobile or trolley, immediate steps should be taken to shunt this traffic, which is not local, to adequate side streets where it will not interfere with the legitimate local traffic of the town or city itself.

If there are but one or two principal business streets in the city, with perhaps some reason the merchants demand that traffic be concentrated on those streets, but there is no reason why municipal buildings, theatres, churches and places of public amusement should not be so located or "zoned" to partly counteract such centralization. Traffic should be compelled to follow the streets where it properly belongs, and this is particularly true of vehicular traffic.

While districting will immediately solve or make easier a solution of the street problem, it will not by any means make our city conditions normal as they were before the day of the automobile.

The street system problem, so far as the street car is concerned, is one largely of correcting evils of planning, and is much the same in large or small cities, and the evil must be corrected in part as above suggested by separating local from through traffic, by loop lines, jitney service and diffusing the causes which tend to make people concentrate in large numbers.

One of the most important results caused by street widenings and a diffusion of traffic is the equalization of land values, and the opening up of more business opportunity.

While in most cities we can even yet plan a great deal in advance, unfortunately the greatest problem before us to-day is one of correcting existing evils. Some specific recommendations I would like to make are:

1. Establishing building lines whereby streets will be gradually widened at little or no expense.
2. The Arcade. It seems to me very astonishing that

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this form of relief has not been tried out more in our American cities. It is very often beyond reason or possibility to cut through a group of large and expensive business blocks to widen the main streets of a city, but the existing sidewalk space might be turned into street surface and the sidewalks provided by arcades cut back into the buildings, and in some cases these arcades might be even two stories in height. Bellamy in "Looking Backward" really suggested the covered sidewalk or arcade, and a fair trial should be given this easy means of widening the most congested business streets where shoving back the building line is not feasible. The two-story side-walk is not an impossibility, particularly around a block that is entirely occupied by one business establishment and while relieving traffic would give a covered way for pedestrians.

3. "Inside" private parks. From a balloon almost any city would show an enormous amount of space inside blocks that was used either as dumping ground for all kind of garbage or grown up to weeds and in waste. These centers of blocks might often be turned into parking space for automobiles and bring in a good rental, and they might also be used for playgrounds. If we are to provide any permanent relief on our streets, we must make some new provision for the automobile, and this suggestion could be carried out in every city I have ever seen. The parking spaces would safeguard light and air and might help to prevent covering the block with too much building.

4. The grouping of residences around courts. There are wonderful possibilities in this direction, particularly just away from the business districts, which make possible a reduction in actual street construction and maintenance.

5. Increase the radii of street entrances. This is particularly true in sections where a great many small residence streets lead off from thoroughfares. These side streets carry little traffic themselves, but they should enter the main thoroughfare on very liberal radii. A good example showing the benefits of "cutting off the corners" adequately may be

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seen in Swampscott, Massachusetts, on streets crossing the through state road.

6. A minimum width should be fixed for all new streets. The building lines on streets, excepting in very rare instances, should never be less than 80 ft., and usually 100 ft. apart. The street surface itself may be only 16 ft. wide or only sufficient to take the traffic that is estimated will use it. The balance of the space is taken up in parking strips, sidewalks and in front yards.

When traffic conditions change or such streets become thoroughfares, it is only necessary to rearrange the curb lines to make them serve all purposes. It is not a question so much of what the space is between curb and curb as it is of the distance between building line and building line.

However, I do not believe it is possible to carry out these recommendations as fully as they should be in any community, without adopting and using the principles of Excess Condemnation and the Assessment of Betterments. The public has too long paid the bills for street widenings and other public improvements that have largely been for the benefit of individuals. There will be little progress in remedying the ills of our streets until the public is educated up to these principles.

Mayor Curley of Boston, at the last Conference of Planning Boards in Massachusetts, stated that city planning was interesting and desirable, but wanted to know where all the money was to come from. Excess Condemnation and the Assessment of Betterments answers the question absolutely, and when the increment caused by public improvements inures to the benefit of the public, instead of the individual, we will be able at once to do all that is necessary or best to relieve traffic congestion in our cities large or small.

VINCENT S. STEVENS, *Akron, O.:*

Akron's transportation problem, on account of the rapid growth of the city, has been a serious one. Our city in appearance has been likened to an eagle with wings out-

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spread. The head is represented by North Hill, a residence section; the body, by the down-town business section. East Akron, one of the wings, is a residential and factory section; South Akron, the tail outspread, is the great industrial district, and West Hill, the other wing, the finest residential section. In it are residences as fine as are to be found anywhere in this country.

Akron in 1900 had a population of 42,728; in 1910, 69,067 according to the United States census; while a census taken by the United States Labor Department in 1915 gave the city a population of 100,079. The city has been fettered in its growth by contracted city limits, but this year the lines have been pushed out and 11.73 square miles have been added in a strip all around the edge to the 11.28 square miles the city formerly contained, and now it is estimated there is a population of 120,000 within the new city limits.

Akron's street railway system consisted before 1915 of main lines north, east, south and west, and a loop line. As the city grew, this caused a greater and greater congestion at Main, Howard and Market Streets where these lines crossed. To relieve this congestion, the street railway company, in 1915, built a connecting line which avoided the business district and re-routed its cars so that every other car, in going north from South Akron or vice-versa, passes around instead of through the congested business district, and saves from five to seven minutes on the trip. One extension was built by the company last year into a rapidly growing residential section, and the city is badly in need of other extensions. The company, however, claims it is unable to finance their additional cost by the sale of bonds, as its present twenty-five-year franchise expires in 1924. But that is another story. My talk to-day is to tell you of how some of Akron's transportation problems have been partially solved.

Akron, like ancient Rome, is a city built upon hills. It is uneven topography that causes a great deal of the trouble. The city is bisected by the old Ohio Canal, now used simply as a source of water supply for the city's industries. The

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Little Cuyahoga River, with its deep valley, also separates North Hill from the rest of the city. Thus, not only street cars but all other kinds of traffic by converging to Main and Market Streets, cause greater congestion in the downtown section than would be the case if the city were level and the traffic could move freely in any direction it desired, instead of the hills and water courses confining it to the main arteries.

Our City Planning Commission was appointed in January, under the new Ohio law which took effect January 1, 1916, and which provides for a board consisting of the mayor, service director, president of the park commission and four citizens, who serve without pay.

The Akron Chamber of Commerce, Real Estate Board and Architects' Club joined in recommending to the City Council that an ordinance be adopted to provide for the appointment of this commission, and the ordinance was promptly passed and the commission was appointed soon after our new mayor took office, the first of the year. The commission is in attendance at the sessions to-day.

The commission is somewhat handicapped this year for funds, but it has already done good work in making the owners of property desiring to plat or subdivide it conform to certain restrictions in the laying out of streets and lots, before accepting their plats. Some objected quite strongly at first, but they have come to see the wisdom of the commission's restrictions. The commission adopted a certain set of rules on these matters, and I will be glad to send copy to anyone requesting it.

The City Planning Commission is now considering with the City Improvement Committee of the Chamber of Commerce the question of the opening up of a new artery to West Hill, for vehicular traffic so as to relieve the congestion on West Market Street.

A viaduct, which will have to be about 3,000 feet in length and 130 feet in height, to span the Little Cuyahoga River valley, is also being agitated as a means to handle the street

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car and vehicular traffic to North Hill. Both of these projects will have to be carried out to give the needed relief.

Akron is developing a group plan for its public buildings, with a County Court House already erected and an auditorium-armory now in course of construction.

Akron is thus going steadily ahead on the task of working out its problems, but it needs a comprehensive city plan to secure the best results.

HON. EDWARD M. BASSETT, *New York City*:

I should like to say a word with reference to Mr. Halde-
man's subject. In the city of New York the rapid transit
system could have been built for twenty-five or thirty-three
and a third per cent. less than it has cost, if there had been
streets laid out adapted to rapid transit. I mean of sufficient
width and straightness, and in addition many places that
are now subways could be elevated railroads to advantage,
because elevated railroads go well in broad streets. When a
town gets nearly a million inhabitants it needs rapid transit,
or its growth will be affected. Cities that are approaching
the hundreds of thousands should begin to think of rapid
transit for ten years, twenty years or fifty years hence, be-
cause districting cannot be done in disregard of rapid transit
lines. Rapid transit lines are the skeleton of the city, and
districting will be done haphazard if it does not have a rela-
tion to rapid transit *in prospectu*. In New York City our
districting is following the layout of our rapid transit lines.

EDWARD H. BENNETT, *Chicago*:

I wish to refer to the matter of railroads and districting,
a point not developed by Mr. Nolen in his paper this morning.
It seems to me it is worth referring to in connection with the
small city which is destined to become a great city. The
lines of railroads practically control the location of industries.
Originally of small inconvenience they finally become thorns
in the sides of large cities when grown to maturity and will
cost tens of millions to remove or to radically modify.

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Plans have been made already in various cities on this continent for the elimination of railroad rights of way and it has been demonstrated that this can be done with economy of operation of the railroads themselves, both as to passengers and as to freight service. An automatic system of districting is thus possible if only in addition to that of districting by fiat. It is well for us to consider both methods.

R. G. HUBBY, *Cleveland*:

I would like to ask the gentlemen why, in carrying out a good city plan, it is carried out in two separate systems of building lines. I say that it is ruinous to our cities to lay out a beautiful residence section, a roadway of possibly twenty-four feet, with two strips of grass, sidewalks and houses set back of a building line and then permit grocery stores and drugstores and other buildings to start at the sidewalk line. Instead of following the dwelling house building lines we follow the sidewalk lines, and keep going that way, and eventually when built up with large buildings we have a very narrow street, when you really started with a very wide street. The widths of the side streets are sixty feet, with roadways of twenty-four feet in most, and if you follow the sidewalk line, the streets will be very narrow, and if you follow the dwelling lines, the street would be a hundred feet wide. This is true on Euclid Avenue and in other sections of the city. You start with a good line; but instead of one line you have two; one for dwelling houses and another for business buildings. I have seen that done in every city in the United States.

A. W. CRAWFORD, ESQ.: *Philadelphia*.

The question of making purely local streets narrow is a question of the limitation of the heights of buildings. In Philadelphia the present minimum street width is forty feet. I have never suggested a move to change that, because as long as we have unlimited heights, I think it wise to keep that minimum, but if we could limit the buildings over a given area to two stories, then I think we could safely have thirty-foot streets.

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Diagonal streets have been suggested for cities of the third class. I think it is important to remember that diagonal streets do not mean streets connecting with other streets at angles of forty-five degrees, necessarily; such junctions can usually be made at right angles by a slight realignment of the old street lines, just before they enter the diagonal street.

Then the question of finances comes in. There has been a suggestion here that the interest of the subdivider lies entirely in what city planning will do for his subdivision. That is a very narrow interpretation, because it is important to remember that the interest of the subdivider depends upon what the city has done to get the streets out to him, and what it is going to do to get the streets out beyond him.

E. P. GOODRICH, *New York City*:

I had the honor of being present with the mayor of East Orange when the question was under discussion of a small store building then being erected at the street line, on a thoroughfare on which all the other buildings were residences set back from the street line.

The suggestion was made that the city acquire an easement to perpetuate that set-back, whether a proposed new building was for residence or store use. It was suggested that in many cases the people would donate the easement. But if that action be taken now, while buildings are set back and while there are lawns in front, the authorities can probably get for a very nominal cost a permanent increase in the total street width by the subterfuge of securing an easement instead of purchasing a fee.

I would like to suggest, also, that the definition of "street width" be the "width between property lines." That conforms with a majority of the traffic ordinances of the cities of the United States, as worked up by the Safety First Federation. The "roadway" is the "distance between the curb lines," the "building line width" is the "distance between buildings as set back." I would like to announce that the Bureau of Municipal Research is trying to make an investigation of the economic value of parks. They are analyzing it

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from four points of view—the educational value, the recreational value, the health value, and the social value in the way of prevention of crime. It is believed that the economical return can be demonstrated in each of those four lines.

PLANNING THE SMALLER CITY

BUILDING HEIGHTS

ARTHUR C. COMEY

Consultant on City Planning, Cambridge, Mass.

We have heard a great deal about the ills of the large cities. What can small cities learn from the practice of the large cities of the country in regard to building heights? The regulations being made in New York of course are far behind time, but they have great value in pointing the way.

Many of you are familiar with the practice in Boston, which has had building height regulation for a good many years, and was the pioneer in districting, in any general way, in this country. The application of this principle to small cities it seems to me is inevitable.

What is the practice to-day in the cities of 100,000 or less? In the small city, the most noticeable tall building is the high-class commercial building, the office building; and we find a great many of the smaller cities proudly boasting of their one tall skyscraper. They seldom realize, although we will always find some people appreciating it, that their one tall skyscraper is depriving them of half a dozen smaller buildings spread out more upon the land, upon all of which taxes would be paid. The effect of tall buildings in small cities is to depreciate other land values, because there are not enough people to go around and fill more than one or two tall buildings.

I don't decry the tower building of which I shall speak later, but the property in a small city needs control far more and can stand control far more than in the large city. Now, why is that? Because if the small city is to become a large city, it needs from the start the control that the large city is now beginning to recognize it should have had years ago.

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If it isn't going to become a large city, that control will never hurt it, because in this matter of building heights and similar kinds of restrictions and regulations, as long as the city stays small this control is not felt at all. Therefore, why not put it on in advance when you have the opportunity? Mr. Nolen has shown that just as many people are living in cities of between 25,000 and 250,000 population as in cities larger than that. If each population group of cities is made to include cities of one-half the size of the preceding group, each succeeding group will include twice the number of cities and the same total population. The problem of the small city is particularly important in states like Ohio and Massachusetts, which contain a great many medium sized cities; and we expect that more of the Ohio cities are going to be large cities than those in Massachusetts.

The maximum height is one factor in building height regulation. Four years ago, at the Boston Conference, I offered a suggestion as to what might be the proper maximum height in medium-sized cities. I was glad to hear Mr. Morton get up here to-day and say that he didn't think that in Omaha they would ever need to build higher than the width of the wide streets in that city. If all cities would take that attitude early enough, it would be a great boon to this country, and the problems we have in the large cities would never come up at all in the small cities and no one would be the loser.

The regulation for New York ought not to be copied in detail, and in one respect I don't believe its method is applicable to the small city. It permits above the height at the street line an additional height governed by a slanting line; that is, if you set back at the top of a twelve-story building ten feet, you can put up a thirteenth or fourteenth story. That doesn't help the congestion in the street at all. Unless the whole building is set back it ought not to be allowed to go any higher than the height permitted on the street line. The factor of light and air is, of course, covered by the slanting line, but the space for pedestrian traffic and incidentally

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other kinds of traffic that serve the people in that building is not sufficient if you don't set the whole building back.

The maximum height in cities that have reasonably wide streets need not be more than the width of the street. I do, however, think there is something to be said for the tower building. If we adopt the one and a quarter times the width rule as the total we should allow buildings to go up to a height equal to the width of the street on the whole lot, and then allow an additional volume one-fourth of this initial volume, to be disposed of as the building operator sees fit, subject of course to architectural restrictions to prevent blank walls. A tower of limited area could thus be put up in the center of the building, which would give an interesting sky line and at the same time retain the cornice line along the street. Moreover, there would be no great increase in the amount of traffic due to the people within the tower.

The districting of heights we have heard so much of that I won't say very much about it here. Districting according to the distance from the center of the city is the simplest scheme. Buildings in the central district obviously should go higher than in any other district. The second district includes the remaining urban land, using the word urban in contradistinction to suburban, with which, so far as height is concerned, should be merged all the industrial sections because we should not limit factories too severely in height, and also the secondary business areas in suburban districts, small areas perhaps where stores could go up, and a few avenues where street car lines would go. Outside of that should be the suburban district with the strictest limitations.

If we district also according to use, we get this series of districts; retail, divided into two kinds, urban and secondary centers; wholesale and industrial, also divided into urban and suburban; then the apartment zone, both urban and suburban; and lastly the residential zone.

It was a very helpful sign to the planning board of Cambridge, a city of about 110,000, when the city council requested it to bring in a practical plan for districting. The

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plan which I have shown here to-day is not the final districting plan, but something at least to start them talking. As Cambridge is really only a segment of Boston, several residential districts are provided. In one, five-story apartments are permitted; in another three stories, and in another, only single-family residences. Industrial areas are also provided in which any kind of building is permitted.

DISCUSSION

LOUIS LOTT, *Architect, Dayton, O.*:

In a discussion as to regulating the heights of buildings, there are chiefly two classes of buildings to consider, the office building and the apartment house.

There can be no question as to the economic values of the skyscraper office building in our communities. The question is to regulate the heights of such buildings, so that they may remain an advantage in the economic working of a city and not become a menace.

The New York City authorities, as we heard last night at great length, have just completed the districting of Greater New York. If there is any one thing that ought to impress any of those present, it is the fact that the New York districting report is extremely involved and that if the less developed communities in the country will take up this very important matter at once, their labors and the districting laws can be very much simplified as compared to the effort and final results in behalf of this matter in New York City.

These communities should recognize that, if unrestricted building proceeds in the channels in which it has been following in recent years, this will result in a menace to the health and well-being of our community life, causing undue depreciation in values in sections immediately adjoining the most central districts, instead of distributing values in a more even manner, and causing a concentration of an enormous number of people in a small space and enormous transportation and traffic difficulties.

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New York in its districting has regulated the heights of buildings from 1 to $2\frac{1}{2}$ times the widths of the street upon which the property faces.

In my opinion, building heights ought no where to exceed the width of the street between building lines, excepting in a very restricted central area where $1\frac{1}{4}$ width of street might be allowed and upon large open spaces where a maximum height of 200 feet might be allowed. The fronts of buildings facing important arteries should come under the jurisdiction of a local art commission, which would act largely in an advisory capacity to achieve harmonious street pictures.

In regard to the apartment house, the height of such a building facing a street should be far less than the width of such a street between property lines, because such buildings are inhabited day and night. If we consider a height equal to the width of the street, this would result, for example, in streets running north and south, that the westerly street fronts at the angle of the sidewalk and the building would receive sunlight from a theoretical point of view from nine o'clock in the morning until noon, and the easterly fronts from noon until three o'clock in the afternoon, which should not be considered sufficient for human habitations.

Regarding these enormous heights from a point of view of looks, one should remember that in a case of a street 100 feet wide, allowing the height on both sides of the street, we will eventually have two solid walls, 100 feet high on either side of the street, which must be considered enormous, the problem being worse the wider the street becomes.

Regarding this whole subject of regulations from a point of view of beauty, as a by-product of regulation, I should like to point out that our street pictures are becoming increasingly more hideous.

Irvin Cobb, in a recent story entitled 'Field of Honor,' published in the Saturday Evening Post, describes the impression made upon immigrants at the moment of entering New York harbor in this manner.

'At the moment of seeing its notched and fangy skyline,

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as they came up the bay, it appeared to them not as a gateway into a promised land, but as a great saber-toothed shark of a city, lying in wait to grind them up between its jaws.'

This may not be far from the mark. The native coming home fresh from a sight-seeing tour of the beauties of European cities, cannot help but be unfavorably impressed by this hodge-podge of brick and mortar, excepting that to him it means home and his critical attitude is somewhat lost in the feeling of home coming. Undoubtedly the picture is unique to our cities and somewhat interesting, though these forbidding masses can never be considered beautiful, though they can be made so if the skyline always receives due consideration.

The skyline or silhouette of a town should be very much considered. No doubt advisory art commissions, such as before suggested, could do much to help improve the looks of our towns. I would like to cite as example the quiet soothing effect of sameness of the houses bordering in the Rue de Rivoli, forming a quiet background for the Jardin de Tuileries, the principle of this being that it is far more desirable and effective to have a row of buildings with possibly a less emphasized individuality, emphasize an exceptional building or park, forming a quiet background for the same. This will do away with the present tendency of everyone trying to out-do his neighbor.

You all know the decorative advantages of an occasional splendid jewel as compared to a mass of real and bogus jewels intermixed. A uniform height will have the further advantage of eliminating the side view of tall buildings projecting higher than their neighbors which show in such unsightly fashion at present. One should remember that these side views are in reality the front views to one coming up the street.

In this matter of districting and limitation of heights, some few special interests may be opposed to such regulations, but as the gentlemen from New York pointed out, they ex-

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perienced very few such objections in their activities covering the entire area of Greater New York. Undoubtedly a few suffer loss, but there may be ways and means devised for possible compensation. In all events the changes will become gradual, allowing the community to adjust itself to them.

It appears to me that this whole problem presents food for very serious thought to all serious-minded men and women, and that this organization as well as the American Institute of Architects, Engineers' Clubs and Chambers of Commerce co-operate and advise in securing and recommending a sane and radical height limitation of buildings, which will insure more stable values. Such recommendation should be guided by the basic thought of the greatest good for the greatest number.

THE BEGINNINGS OF TOWN PLANNING IN CANADA

THOMAS ADAMS

Town Planning Advisor, Commission of Conservation, Ottawa

I hope there will be some opportunity for discussing this particular aspect of the subject as I think probably the question of town planning in Canada is worth careful study, in view of the opportunity it offers for consideration in your country.

I should like to indicate the character of our organization, and the policy which that organization is trying to pursue.

I shall not be able to go into details, but will have to leave these for those of you who care to study our literature.

CHARACTER OF ORGANIZATION IN CANADA

Now, with regard to the character of the organization, I have very roughly outlined here (indicating diagram on blackboard) the kind of organization we are trying to build up in Canada. Under the Commission of Conservation, which has for one of its primary objects that of conserving human resources as well as natural resources, we have two branches, one dealing with the subjects of town planning and municipal government, and the other dealing with public health. Our Public Health Officer is at present, unfortunately for us, engaged in connection with the war, so that our Public Health Department for the moment is somewhat handicapped. The Commission of Conservation is a Dominion body for the whole of Canada, with advisory town planning and medical branches. The town planning branch has to consider the question of town planning legislation and town planning practice throughout the whole Dominion of Canada, with a territory greater than that of the United

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States and a population about one-eleventh or one-twelfth of that which you have, scattered over many small towns as well as in several large cities. One portion of the work of that branch is to promote legislation in the various provinces. There are nine provinces in Canada, and in each of these provinces all municipal control is vested. The federal government has no control over municipal affairs. The provinces are therefore the legislative authorities dealing with town planning and with questions relating to public health.

We are trying to promote two kinds of legislation. One consists of acts relating to town planning which we think are essential to secure effective town planning; and the second is to set up in each province a department of municipal affairs or local government, which would control all city questions. These are the two kinds of legislation to which we are directing our attention at the present time.

We recognize, as much as you do in the States, the desirability of educating the citizens, as well as promoting legislation. Therefore, as an independent piece of work, we have formed a Civic Improvement League for the Dominion. The Civic Improvement League is not directly connected with the Commission of Conservation, but it was formed as a result of the work of the Commission and has for its object the stimulation of public interest in civic questions. The league represents nine provinces and has already about fifty affiliated organizations in different parts of Canada. I will mention three of them to give an idea of their character. In Winnipeg there is the Citizens League, with a guaranteed sustaining subscription of \$5,000.00 as a minimum, and which consists of the principal business men of Winnipeg. In Ottawa the Affiliated League is an organization consisting of every civic organization in the city. Some twenty or more different societies and organizations in Ottawa are linked up in a union called the Civic Improvement League of Ottawa. It includes the Tuberculosis Society, the Humane Society, the Proportional Representation Society, and every organization which has a civic object. Now, that

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local league is federated with the Dominion league. A third form of local organization is the Civic Conference of Toronto. In Toronto there is no definite league; the civic organizations have merely joined together to hold an annual conference and have become affiliated with the Dominion Civic Improvement League. Instead, therefore, of having in Canada numerous different kinds of civic organizations, we are trying to get them all brought into one general union. We don't want to dissipate energy. We are trying to group all our organizations of an educational kind in one general Civic Improvement League, dealing with the questions under the three main heads: municipal government, including finance and all the questions connected with municipal government; town planning and housing; and thirdly, questions of public health.

The Civic Improvement League is a combination of citizens who are independent of and do not recognize the members of existing municipal institutions. There is, in addition to the Civic Improvement League, another body called the Union of Canadian Municipalities. The Union of Canadian Municipalities is directly formed out of the local councils in all the provinces of Canada. Each province has a provincial union of municipalities, and each town or city of these various provinces is represented by delegates in the Union of Municipalities. The Union of Municipalities is formed from members of the councils; the Civic Improvement League is formed out of the general body of the citizens. The Civic Improvement League operates by constructive suggestion to the councils; the Union of Municipalities operates by discussion within the membership of the Councils. Resolutions go from both bodies to the provincial governments, and sometimes both bodies support the same resolutions. So that we have a combination of the forces of the elected councils, and a separate combination of the forces of the citizens, and we have at Ottawa a Dominion department with its advisory branches dealing with civic questions.

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We are also engaged at present in the formation of a Dominion Good Roads Congress, in which I hope the departments of the Federal Government will have a considerable interest, and which will not be allowed, so far as we can influence it, to sidetrack town planning, nor will town planning be allowed to sidetrack the question of good roads. The question of planning roads is recognized as being as important as that of constructing good roads, because if you consider the cost of construction and the cost of maintenance, you understand the enormous importance of saving length of road and bad grades and putting roads in the right place. Under the municipal councils there are local town planning boards in some provinces. These, however, are not propagandist bodies like the Civic Improvement League but part of the administrative machinery of each city or town.

Yesterday I said that I did not believe in dissociating town planning boards from the elected municipal councils, and that we needed co-operation between state or provincial departments and local authorities. The province and the city together can fight the vested interests that are opposed to town planning, much more effectively than the province and the city working separately, and secondly, in a democratic country we have to recognize the elected municipal councils as supreme in local jurisdiction. If such councils are bad, you must change them; if the system of electing them is bad, you must change the system; but to set these councils aside and to create boards to act independently of them as is sometimes done, does not seem to me an effective remedy for bad municipal government.

CIVIC IMPROVEMENT AND TOWN PLANNING POLICY IN CANADA

Now I come to the question of the policy which the organization which I have outlined is trying to pursue. We have in mind, in the first place, the creation of departments of municipal affairs in each province. Now what do we mean by "Department of Municipal Affairs"? We mean a department with a skilled staff capable of exercising

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general oversight over all municipal problems in the province, and capable of dealing with questions of engineering, of public health, of housing and town planning and of architecture arising in the different municipalities. Just as in the United States there is in Canada the same different classes of organized communities—counties, cities, towns, villages and unorganized rural territory, adjacent to each other and, to some extent, overlapping. Under such conditions it is not reasonable to expect efficient municipal government without some provincial control. It is dangerous to allow the cry of municipal home rule to carry us too far in the direction of independent action on the part of the bigger cities. We require to keep the influence of the big city and its citizens as an important factor in provincial government and simultaneously to keep the agricultural interest constantly before the industrial communities in the cities. Between these two interests there is the need of co-operative action which necessitates some central machinery to link up the different interests. If you give the city a large measure of home rule so as to free it from the influence of the county areas you must correspondingly give the county areas a large measure of home rule. What the city gains with one hand it loses with the other. Therefore I conceive that the right policy in regard to municipal administration is not to get rid of central machinery in the province but to make it more perfect. The objections to that machinery are that it is not sufficiently expert, that it sometimes is controlled by committees of politicians having no special knowledge of municipal problems, and that it is not usually organized and in a few cases has it been built up on a scientific basis.

A department of municipal affairs should be manned by civil servants of a high standard who are skilled in the science of government, in engineering and public health problems. All municipal questions would be sifted by such a department before being dealt with by the Legislature. Under these conditions its decisions would probably be accepted in most cases.

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The creation of municipal departments in Canadian provinces means recasting a great deal of the law relating to municipal government in each province, especially in the older ones, and also means getting over the difficulty of properly apportioning the responsibility between the province and the city or town without interfering unduly with the local autonomy of the latter. In one or two of our newer provinces, such as Alberta and Saskatchewan, there are the beginnings of departments with Ministers directly responsible for municipal affairs.

The second piece of legislation we are trying to promote is that of securing town planning acts for every province in the Dominion. In Nova Scotia we have a compulsory Town Planning Act, and we have permissive acts in New Brunswick, Alberta and Manitoba. A draft Town Planning Act of the Commission of Conservation, which is largely identical with the provisions of the Nova Scotia Act, is used as a basis for suggesting a form of legislation to the government. I have not time to describe the Act, but copies can be obtained by those who desire to study details.* Under that Act we would like to have it compulsory throughout the whole of Canada for each municipality to appoint a special committee or board to deal with town planning, a proportion of the members of such body to be appointed from amongst the citizens at large, for a continuous period of three years, or longer.

The second compulsory proposal we are urging is that each municipality shall prepare a set of town planning by-laws dealing with such questions as the limitation of height of buildings, the density of buildings on each lot or area, variation in widths of street, building lines, etc. This would leave it optional for the authority to prepare a more elaborate town planning scheme, but would secure a general uniform policy in regard to matters affecting convenience and sanitation. If it had not been for the war we would probably have

*Draft Act relating to Town Planning, Commission of Conservation, Ottawa, 1915.

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had town planning legislation throughout the whole of Canada by this time, but I have reason to expect that, in spite of the war, we shall have acts in all the provinces within the next year.

The question of having a department of municipal affairs is important from the point of view of town planning because of the need for scientific knowledge relating to town planning, which can only be obtained in provinces or large cities. Without a central department a small town and village will be unable to get skilled advice except at an expense which it will be unable to incur. Moreover, there are the problems which affect boundary development in municipal areas contiguous to one another. What is known as a legal boundary of a district is often meaningless and is usually unsuitable from a town planning point of view. In such cases you require central machinery to secure joint action between the adjacent authority.

The only other part of our policy on which I have time to comment is that relating to housing. On the preventive side we hope to do all that is necessary to deal with housing accommodation by means of town planning schemes, but if that is done there still remains a great deal to do in the form of correcting past evils and regulating building construction in regard to individual properties. The framing of legislation for this purpose is very difficult in a new country, partly because the bad conditions have not become serious enough to make them apparent to the average citizen, and partly because cheap forms of construction must not be discouraged in developing new country.

We are at present investigating the problem of housing by making a survey of existing conditions in one or two cities, with a view to making recommendations for legislation.

Other problems in which we are interested are, to a large extent, those which are incidental to three main questions, to which I have referred. Under municipal government there are needed uniform standards of keeping accounts, collecting statistics, auditing, etc. Under town planning,

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public health and housing there arise the questions of improving the collection of vital statistics, promoting child welfare, preparation of maps, highways administration, facilities for recreation, etc. Then there are the problems of immigration and agricultural settlement; planning of agricultural areas; education in civics, etc.; fire prevention and public utilities. All of these matters have to receive general consideration, and are more or less linked up with municipal government and town planning.

GENERAL RESULTS

The Town Planning Branch of the Commission of Conservation has not been in operation long enough to permit of any great record of achievement, but I will summarize a few things which will indicate that we are making good progress in spite of the great European war.

As already stated, Nova Scotia has a compulsory Town Planning Act for the whole province, which is the first of its kind in the world. In three other provinces legislation has been passed, and in a fifth province a draft act has been printed and will probably be passed at the next session of the Legislature. In three other provinces petitions have been presented to the Government by a large number of towns, asking for town planning legislation, and it seems likely that legislation will be passed within the next year. The ninth province is a small island province which is almost entirely agricultural in character and in respect of which special legislation is being considered.

Local action is being taken to prepare town planning schemes in eight or ten cities throughout the Dominion, the most advanced scheme being that of St. John, N. B., where the application has gone through the first stage, and an area of 20,000 acres is being planned.

Civic Improvement Leagues are also being formed in large numbers in the different cities and towns of the Dominion. The results are surprisingly satisfactory under present cir-

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cumstances, and I think indicate that we are taking the right steps both in regard to the character of organization and the policy which we are trying to pursue.

DISCUSSION

A. W. CRAWFORD, Esq., *Phila.*:

Mr. Adams recommends that planning commissions be appointed not from individuals outside the city government, but from members of the city government. I think that is a mistake. The changing of city officials from year to year, sometimes a complete change, will necessarily break up the continuity of the purposes of the commission. I think there should be a majority of laymen, with overlapping terms of office, that is of men who are not members of the city government rather than a majority of men from the city government.

The city planning commission, or the engineering board, should have power to plot unopened streets on an official map or plan and thereafter owners should be prevented from building within the lines of the streets. We have that power in Pennsylvania, in Canada, and elsewhere, but we haven't it in any state of the Union other than Pennsylvania. Why don't you of other states get it by means of constitutional amendments? That form has been recognized as the crux of city planning. Many of you have secured excess condemnation constitutional amendments, but you haven't gone after this effective plotting amendment. I think the first and primary thing in the way of legislation is such an amendment.

ALFRED BETTMAN, Esq., *Cincinnati, O.*:

In regard to the question of organization brought up by Mr. Adams, a question of perennial interest to us, the initiation of city planning in a more or less official manner, is a very important step. The experience of American cities is that the officials are very busy with routine matters, and

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their action is likely to be limited to the probable term of their offices, and the initiative of anything which involves a long period of time ahead, has, as a rule, to come from some agency other than the existing municipal officers. And I believe it is that fact which has caused the almost universal device of a city planning commission, independent of the regular organized municipal authorities. The initiation, in Canada, according to Mr. Adams's ideas, is to come from the central provincial authority, somewhat along the line of British experience. But we know that the American city's experience with state administration has been such that the struggle of the American city—by America I mean the United States—the struggle of the city in the United States is to get away from rather than to increase state control, and cities therefore use this device of a local planning commission for the initiation of the movement. However, it seems perfectly apparent to me that city planning, especially the executing of the city plan, touches regular routine municipal administration at so many points that in order to avoid constant conflict and the demoralizing effect of separate authorities with overlapping jurisdiction, it will be necessary sooner or later, in the actual process of planning as well as carrying out the plan, to devise co-ordinating machinery whereby the ordinary elected authorities may, in the last analysis, control the execution of the city plan. And a great deal of our present city plan legislation must be looked upon as simply a present, temporary device to get things started, and not necessarily as the final form of city planning administrative organization. I think that was the idea of the Ohio statute which has been mentioned by President Olmsted. An attempt at co-operation and co-ordination was made by having three of the highest city executive officials upon the planning commission, and the terms of the laymen on the commission are so arranged that the mayor will, during the course of his short term, actually appoint a fourth man, who together with the three officials will constitute a majority of that board.

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E. P. GOODRICH, *New York City*:

I wish to summarize a program for getting started: First get a commission, that seems to be the best way of making a start, it co-ordinates the people in the community. Next get an expert. You have to have a lawyer or a doctor to take care of his separate specialty and the expert is equally necessary in the specialty of city planning. Next get a survey—there is no use starting on one particular problem until you know its relative importance. Then select the problem disclosed by your survey as the most important and concentrate your efforts on the solution of that problem. Finally get results which means perhaps getting laws, perhaps getting public opinion to back you; see the city council; get an appropriation; enter into a contract in proper form and get a result which will pay.

T. S. MORRIS, *Hamilton, Canada*:

How are you going to appoint a commission? I would say get your board of trade or your rotary club to petition the city council to appoint your planning commission. That is the first thing to do, in my judgment. And, unlike some of the other speakers, I would say have a majority of city representatives on your commission. If you have seven members, have four of them representing your city council or governing body. Why? Because then you will get a larger appropriation, and that is very important.

Now then, the next thing is to get a plan of your city. I want to ask one question—I would like to have someone deal with this problem. Mr. Adams led up to it, and then he was cut off by the chairman, and I would like to have an answer. What are you going to do with the boundaries between the cities and the towns? You have your worst conditions right outside of the city.

MR. ADAMS:

I should like to deal with Mr. Crawford's point first. The difference between the work of a town planning or

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city planning commission and of a park or an art commission is very great and Mr. Crawford's comparison is not well taken. The city plan should deal with almost anything that ordinances deal with—the control of building construction, building lines, width of streets, sewage disposal, sewers, water supply, and the numerous questions of that kind. For administrative purposes in connection with a city plan you must do one of three things—you must either create a city planning commission with greater legal powers than your existing City Council, or make it subsidiary to the existing City Council, or make it merely advisory in character. As an executive body it must either supersede your City Council, or be subsidiary to it in regard to the raising and spending of money. I suggest it should be an appointed body and be subsidiary to the Council in regard to finance, except that it should be mandatory for the Council to provide funds to prepare a scheme and to appoint a proportion of citizens at large on the town planning commission.

Now, with regard to the question of Mr. Bettman. He says you have a political situation which demands, as a temporary solution, that you set up planning commissions not necessarily connected with your city councils. That may be a good thing if you can't do otherwise, but in my experience, one of the things I have found was that the mistakes and the limitations of local authorities were not so great as to offset the advantage obtained by educating the members of those authorities in town planning. The value of the education of your city councils and local engineers by giving them the power of looking forward, and to cultivate their imaginative faculties in regard to the future growth of their respective areas, is generally so great as to more than counterbalance their initial mistakes. In my judgment you may make a great error in trying to supersede your elective municipal authorities by non-elective Commissions. Say that under such a system a town planning commission proposes a scheme, submits it to the municipal

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council and says, "It is for you to carry it out." What is that city council going to say? Probably this, "We have not been responsible for preparing the scheme, and therefore, if there are any mistakes in it we will not be responsible for them," or, if they object to the scheme they will say, "We think it is unreasonable, we didn't prepare it and are not going to carry it out." It is our experience in Canada and Great Britain that it is better to co-operate with the city councils, if we want practical results. Now that co-operation is needed to deal with the very situation about boundaries regarding which Mr. Bettman asked his question. To effectively control adjacent municipal areas you require to use the existing municipal machinery, and indeed you must even go further and bring it under some skilled department of the state. State administration (i. e., the expert administration of a municipal department) is essential to secure the proper linking up of city planning schemes, and some reasonable uniformity of city planning provisions in these schemes. Without that the boundary question will have to remain over for local agreement, but usually for local disagreement.

The boundary is usually a road or a river or some physical feature which is not a dividing point from the town planners' point of view, but a connecting point. A river with a ravine on either side is a point of cohesion for a town plan, rather than a point of division. A road is the same. If you control the buildings on one side, it is folly to leave the other side uncontrolled. Your city planning area should be fixed without regard to your municipal area, and the joint action of adjacent authorities, under state guidance, will be necessary in many cases to get good results. You cannot deal effectively with these areas adjoining boundaries without very skilled state supervision or guidance. I don't want to come here and present a point of view which is not in complete harmony with those of my friends on this side of the line. We, in Canada, are compelled to deal with the situation in our own way, and we think that the right way

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is to make our municipal institutions good, and not to set up a new kind of institution which will take their place for certain purposes and probably result in the remedy being worse than the disease.

THE CHAIRMAN (F. L. OLMSTED):

I want to take about a minute myself to say just a word in support of what Mr. Adams has said in regard to the great importance of some central town planning authority, state or otherwise, to deal with the endless problems that arise at the boundaries. The device which has been adopted by several places in this country of giving the planning authorities of the city a certain nebulous control over the territory lying a certain number of miles outside of the boundaries of the city, is an attempt to deal with that, but it simply removes the boundary a little farther along. You can't go on forever on the principles of buying all the land next to you. You have got to have a boundary, and there are always problems of planning which run across the boundary, and to make the two authorities on the two sides of the boundary work together, you do need some machinery. We have that situation very markedly in the metropolitan district of Boston, with thirty-nine different municipalities. I am Chairman of the planning board of one of those municipalities, and we have attempted, because we have no state authority for bringing about co-operation, we have attempted to secure such co-operation as can be got voluntarily. We had an extremely interesting meeting the other day to deal with some proposed main thoroughfares that need to be created, that run through my town of Brookline and also the city of Boston, and we are about presently to agree upon some plans for a thoroughfare which lies in both of those municipalities. The planning boards in neither having any authority, being only advisory can agree upon it, but can we get both our municipalities to agree upon it and do something? We are going to try to get the town of Brookline to vote money for securing the proportion

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of the thoroughfare that lies in Brookline, on condition that the city of Boston will forthwith do its part of the thoroughfare along the lines of that plan. If we had a state authority for dealing with all those municipalities, I think we should be likely to get much more rapid progress.

CHARLES MOORE, *Detroit*:

This problem has just arisen with our city planning board, and at the request of the board of county auditors, who have charge of the subdividing of land outside of Detroit in the remainder of the county, we have put a man in their office. When a plat is presented for acceptance, that man has made a study of the plat to see if it conforms to the general scheme of the city of Detroit; if it does not, he should talk with the men who are arranging the plat and see if he can't help them to rearrange their plat so that the main thoroughfares will tie in to the general scheme in a proper way. The board of county auditors, feeling the extreme desirability for such co-operation, have gone a step further—they have appointed a committee consisting of two members of the city planning commission, two members of the board of commerce, and I think two members of the real estate board, and they have decided that they will pass no plat that meets the objection of that committee. Now, that is the practical solution that we have found. We don't know how it is going to work out, but we hope that we will be able to overcome the difficulties which seem to be bothersome now.

JOHN K. STAUFFER, *Reading, Pa.*:

I want to comment on the views of our Canadian friends, and give you an explanation of the city planning authority as we have it in Pennsylvania. We consider that the city planning commission is the advisor of the council, just as the lawyer advises them as to legal matters. I don't agree with the Canadian point of view that there ought to be equal authority, because then nobody is responsible. We don't

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feel that we ought to have more authority than the council.

Now, the council is chosen by political methods. There is a mayor and four councilmen, who are chosen for political considerations, and they get in because they are supposed to run things according to some political ideas of their constituency. The city planners, it seems to me, are selected by those men with one term expiring each year, and each renewal term for five years; we are presumably selected because we are interested in city planning and not in politics, and that, it seems to me, is a very important reason for having the city planning commission as the advisor of the council, and then we depend upon publicity to do the rest. We make our suggestions to the council, and we expect them to take action. If they don't take action they are responsible to the voters at the next election, and we can only feel that if we have good ideas, the public will be with us.

But it seems that the Canadian idea is perhaps a little different. They like to have the authority come down from above and follow out the suggestion of somebody in a position of authority. But we prefer to be considered merely the planning advisors of the men who are voted into office by the people, and if they don't follow out good plans, then they will be voted out, just as they were voted in.

ARTHUR C. COMEY, *Cambridge, Mass.*:

I think Mr. Adams and Mr. Crawford are at opposite poles in this thing, but the two views can be harmonized. That is what we are doing in Massachusetts, under Chapter 190, of the General Acts of 1916.

The trouble with the advisory commission is that there is nobody who is authorized to put its plans through. In all our cities we have city engineers. Most of the plans that we wish to make authoritative are engineering plans. The sociological and the architectural plans do not need that authority so much. In Massachusetts we have already had in a few cities, and we now have permission to establish in all cities, boards of survey. These are platting commissions;

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the clerk of the board of survey is the city engineer; and they see that the city plan is carried out once it is adopted.

Now, we have no idea of merging these boards with the planning boards in Massachusetts. The latter will advise the boards of survey. They will advise the councils and they will prepare a general plan. The boards of survey are the officials who will do the detailed work, and then, if the council adopts the plan upon the recommendation of the planning board and the board of survey, that plan becomes authoritative and the board of survey carries it out and the city engineer watches it through. I think in that way we can get the results that both Mr. Adams and Mr. Crawford think ought to be obtained by opposite methods.

JOHN NOLEN, *Cambridge, Mass.:*

I want to add just a word in support of what Mr. Comey has said, and to suggest that we spend less time perhaps in theorizing about this question of administration, which is all-important—we are getting poorer results on the whole, from year to year—and see what is happening in the places that are succeeding.

Now, I ask you to study that little town of Walpole. Walpole is getting results, and it is getting them by methods that are fitted for smaller places in the United States. Those methods have been worked out very largely by Mr. C. S. Bird, Jr., in consultation with Mr. Adams, Mr. Olmsted, and others who have been working with that committee. There is just one place we have failed, and that is at the boundary. And I ask you therefore, to consider especially in connection with the proposed state planning board, which would seem to correspond with the machinery which is effective in Canada and in England, the idea that the state planning board should remain advisory in all matters except those which have to do with two or more communities, and that there the state planning board or some organization which would do such work, shall be given authority, definite final authority to deal with those problems.

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GUS P. KASCH, *Akron, Ohio*:

The great obstacle that seems to present itself to some of you folks about the control outside of your cities is successfully met here in Ohio by the so-called Kempell Act, whereby we have control of three miles outside of the municipality, wherein the location of streets and their widths shall be prescribed by the city authorities. That is vested now in the Planning Commission, and before that was vested in the City Platting Commissioner, or before that in the City Platting Commission. Later on, under the federal plan, with a board of control, the City Service Director became a Platting Commissioner. Those duties are now concentrated in the City Planning Commission, and they have that absolute power.

In Akron we have just doubled the territory of our town, which automatically increases the zone three miles from the new limits. I think somebody has said that you have this law in Pennsylvania, and I know they have had it in Indiana for eight years. They have a seven-mile control. If you will follow the Indiana law or the Pennsylvania law, your problem will be solved.

THE CHAIRMAN:

I think that the Conference would be interested to hear from Mr. Kasch on that three-mile limit control law—how it operates in an extremely interesting and difficult case such as you find here where the city of Cleveland and the city of Lakewood are coterminous. Does the city of Cleveland control the platting of streets three miles out into Lakewood, or does the city of Lakewood control them into Cleveland?

MR. KASCH:

The largest cities govern, I believe, under the Ohio law. It is my impression that the law controls the village, but as to any coterminous cities, I am not sure, but believe there is a provision made whereby there is no conflict of authority.

If I may be permitted one word further in regard to the co-operation between council and planning commission, the

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Ohio law provides that the planning commission's recommendations must stand so far as applying to any officially platted territory, but the council may override those recommendations by a vote of two-thirds. Being a democracy, our elected council must be the spokesman for the people. I think the success of city planning will lie in the harmonious co-operation between the planning commission and the council.

MR. ADAMS:

I have had placed in my hands a copy of the act creating the municipal plan commissions in Ohio, and it follows the lines I have suggested, and seems to form a very good example for other states. It creates a commission consisting of the mayor, the service director, and the president of the board of park commissioners—three members of the municipal government—and four citizens, for seven years. It is, however, subsidiary to the City Council, and owing to this fact and the nature of the constitution of the Commission, it works in harmony with the Council. So it appears that there is in Ohio already what I have been suggesting as the kind of Commission that should be created.

With regard to the point raised by our friend from Reading, a town planning commission must in my opinion be subsidiary to the council having jurisdiction in an area, if effective work is to be done.

In answer to Mr. Nolen's observations I would like to say that in St. John, New Brunswick, the town planning commission there, created upon similar lines to what we have been discussing, is preparing a scheme for 20,000 acres, 10,000 of which are outside of the city territory, and no objection has been made to that scheme or to its preparation by any of the outside authorities. Only one objection has been made by an owner of property.

It seems to me that there is strong objection to Mr. Nolen's suggestion that there should be no control by the state authority over the local authority. It is necessary to give powers

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to a local council under a town planning act which are not likely to be given independently of the state having the right to approve the exercise of these powers. For instance, it is important to have a state department to authorize the preparation of a scheme by a local council, so that the latter may be able to exercise greater control over the area it is planning, while the scheme is being prepared, than it could do if it acted on its own authority only. Under the British and Canadian Acts "authority to prepare a scheme" carries with it authority to prevent anything being done which will contravene the scheme, in the area to which the scheme applies, during the course of its preparation. Then there are the questions of dealing with areas in more than one municipality—the need for a court of appeal on questions of difference between adjacent municipalities, and between municipalities and owners, etc.

MR. CRAWFORD:

I am glad that Mr. Adams admires the Ohio commissions because I have been contending for just such commissions with the majority of individuals who are not ex-officio members of the government. How many ex-officio members of the city government it should contain is a matter of expediency in each case.

As to the twilight zone around cities: The introduction of the automobile demands the extension of the city limits of most cities to the distance that men will daily use motors to take them to and from work, fifteen or twenty miles. Individual Metropolitan commissions, such as there are in Massachusetts will not do, because in addition to highway, sewer, water and park commissions, there should be a zoning commission; and if you have to have so many commissions it is better to expand the city limits, even though you have to override some local opposition.

PARK SYSTEMS AND RECREATION GROUNDS

WARREN H. MANNING

Fellow American Society of Landscape Architects, Boston

In these remarks I can only touch upon high points of a subject so vast as this.

In this United States there have been set apart from the public domains chiefly in the west, national forests, parks and monuments as well as some great military reservations such as that at Fort Snelling.

In the maintenance of the national forests which include about 185,000,000 acres, the Forest Service recognizes landscape beauty as a resource of value and is setting aside large areas from the forest to preserve such beauty. It is also offering camp privileges in the national forests to citizens in all sections of the United States. Such scenic reservations and the camps are administered by the Forest Service organization that is in charge of the Chief Forester, Mr. H. S. Graves.

The national parks and monuments which have been set aside by reason of their scenic beauty or their historic interest include about 6,200,000 acres. These holdings are administered by various departments, but chiefly by the Department of the Interior, under the direction of Mr. Stephen T. Mather, whose desire is to make such holdings self-supporting, chiefly through concessions that are administered by concessionaires.

You all know the publicity that is being given the national parks now, even in strictly commercial papers and magazines. This publicity makes it clear that such landscape beauty is one of the best assets of the United States, in that it gives a place for the recreation of the people.

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What I want to bring especially to your attention is the danger that comes from village and camp sites that are existing or that are being established in the national parks and forests. You will recognize that the concessionaire and the individual will naturally take advantage of every opportunity that they can secure to pre-empt the finest points of view and scenic incidents in such a way as to prevent the general public from getting the full use and enjoyment of such places. For this reason all who are interested in such matters should endeavor to secure from the authorities in charge clearly defined plans that are made in advance of their execution and to see that such plans protect the interest of the public first, and at the same time do justice to concessionaires and others who are given special privileges. In any event there should be gained a better knowledge of the intent of such authorities in the preparation of such plans before they have gone so far with their studies as to make it difficult to retrace their steps. It is my own opinion that villages and buildings should not be brought into and made a part of scenic features of supreme beauty. Such features ought to be left as nearly as possible in the condition that they were when discovered. The Yosemite Park is perhaps an excellent example of what should not be done. There is a village in the valley that can hardly be avoided in any principal viewpoint of the great Falls. This village might have been placed in a nearby valley where it would not have appeared obtrusively in that wonderful landscape.

At our first National Park, the Hot Springs in Arkansas, a good sized and in many respects a very ordinary village has become established at a point where it is a disfigurement to the natural beauty of the reservation. This naturally brings up the question whether it would not have been practicable here, and whether it is not practicable elsewhere to have such villages established beyond the bounds of the reservation.

I have referred to the lands that have been set aside from the public domain by the Government. There are also lands

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at the sources of the rivers in the Appalachian Mountains that are being purchased by the Government for the protection of the water supply to navigable streams, also reservations that have been accepted by the Government as a gift from private individuals, such as the Sieur de Monts National Monuments on Mount Desert Island. Such reservations will, of course, be administered either by the Forest Service organization or by a National Park Service, if a bill providing for such a service is passed by Congress as now seems likely.

There are also many state and interstate reservations, such as the one which includes the Palisades between New York and New Jersey, the Falls of the St. Croix between Wisconsin and Minnesota, and such great forest holdings as that of the Adirondacks and the reservations to control flood waters at the sources of the Wisconsin and the Mississippi Rivers. There are also county reservations represented by such plans as have been prepared for Essex County, New Jersey, and Westchester County, New York. In the Boston Park System the Metropolitan Parks extend into several counties as they pass out of the city limits.

This widespread ramification of park systems has grown out of the study of city plans in which in the beginning parks and parkways were set aside primarily to preserve scenic beauty and to provide places for the recreation of the public. It was in such studies that a separation of business traffic from pleasure traffic was first initiated. This was really the beginning of traffic regulation. In such park systems the radial and the circumferential traffic lines are established through and around the city. I believe that these parkways must ultimately be encroached upon by the broadening of the roadways to provide more room for speedy and slow automobile traffic for pleasure and for passage between the city and the suburban homes and in some cases for business and commercial traffic. We already know how difficult it is to take care of the automobile traffic in the ordinary thoroughfares and the great cost of extending and enlarging such

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thoroughfares, especially in the crowded sections of the city. In general, however, people have not come to recognize the fact that the automobile going and coming in a day includes a territory in which there are 100 acres to-day as against one acre a few years ago when horse-drawn vehicles were depended upon to convey people and goods in and out of the city. There is going to come a time when this congestion of motor vehicles will be so much more serious than it is now that there will be no practicable way of controlling it, except by encroaching upon existing parks and parkways. Already you see evidence of this by the encroachment upon that most sacred spot called the Boston Common, and upon Riverside Park, in New York. We should recognize that the aeroplane must be counted upon as an important factor in the future and that landing places must be provided for such vehicles. The great open fields of our public reservations may prove to be the ideal landing places. If what I have stated is true, it only emphasizes the necessity of providing wider and more frequent thoroughfares in that part of the city that is as yet open land and in the country adjacent thereto, and also the need of extending the parkway systems and reservations in such a way as to provide for more liberal thoroughfares therein.

The offset to the setting aside of park areas for traffic purposes in the crowded sections of the city will be the establishment of more livable and attractive city conditions. If you will go to the top of this building or any high city building and look from the roof you will see a vast area of flat roofs that could readily be made available for the outer door life of many people in shops, offices, factories and homes. We can have our "Hanging Gardens of Babylon" here and we may look for the time when the same consideration will be given to employees in the offices that is now being given to the children in the schools. Those who are not well will be given the benefit of the open air offices as the children who are not well are being given the benefit of open air schools. Here, too, will be the landingplace for

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the aeroplanes and we may see the time when the feet of many men will hardly touch the surface of the city street in their transaction of business and in their passing from the home to the office. You who are familiar with the vigorous growth of shrubs and turf in the shallow planting spaces above the New York Central tunnel in Park Avenue in New York, or above the subways at the Common on Tremont Street in Boston, will recognize that it is entirely practicable to have an abundance of foliage on the roofs in the city. It is only a question of construction. When the roofs of the city are thus utilized we may look for sidewalks along the roofs giving access from house to house, or even finding their way from housetop to street line in long ramps that will serve also as fire escapes.

Let us return again to the question of the land that should be set aside for public use. Yesterday you visited the Warrensville Farm that is owned by the city, which includes some 2,000 acres. I understand that there is another plot of 2,000 acres privately owned, not far from the city, that is to be transferred to the Western Reserve University for its uses. You have Mr. Olmsted's statements and indications on a plan, the amount of land that is set aside in Boston for parks as compared with that in Cleveland. You should know that the city of Boston has about one-third of its area in land that is paying no taxes. I have reason to believe that the State of Massachusetts has nearly a third of its area, if you include railways and highways, set aside for public uses upon which taxes are not paid. You should consider how far it is advisable to go in this respect.

In considering this question of public parks you should recognize that there are two types of park administration. There are those who like to make parks but hate to be bothered by the people, they tolerate them but they don't like them; they would rather keep the people out of the parks because they spoil the niceties of finish. There are other administrations that like to entertain the people, that do everything they can to get the people to the parks.

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Hartford, Connecticut, is one of these cities. A girl came to the superintendent of parks there one day and said she wanted to entertain friends, but did not have the house or the means to do so. He found a way for her to give her entertainment for her friends at a cost within her means, and at no added cost to the city. That is the kind of service that Hartford is giving to its people, and it is the kind of service that Rochester is giving to its people.

Now, I do not quite know what the attitude of your people here is. I do know that I saw a great deal of deterioration in your parks as I went through them yesterday, weeds and uncut grass, and beds going to ruin. You must be either poor or parsimonious, I do not know which. That is one thing for you Cleveland people to think about. Is there need of so changing your park plans as to reduce the maintenance cost of fine lawns and beds of rare plants, and give the people more plain grass and common field flowers to enjoy?

One point that I want you to bear in mind is that the time is coming when people are going to buy landscape pictures and present them to the city just as they are now buying pictures for museums. You will find all over the country landscapes having unique beauty that ought to be saved, and you will often find that one tree or a group of trees is the feature that is essential to the beauty of a living landscape picture. The acquirement of a single tree may be all that is necessary.

At Euclid Heights in Cleveland is a strip of land on the bluff face covered with trees that controls the view over a great territory of small homes. The park road from University Circle that takes you below the Case School under the railroad and on up to Shaker Heights has great banks on either side, covered with beautiful foliage which I understand are owned by individuals. Steep banks like these ought to be owned by the city, because they give protection to the public against the houses above and also give protection to the houses above from the public below. One of

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the features of future city planning will be the taking of little strips where you can save or establish a growth of foliage that will shut out the view of certain groups of buildings from the buildings above. These strips may be too steep to use, but not too steep to look at.

All this means a high public spirit. The time is going to come when we cannot go to such vast expense in buying land for city parks and parkways, as we have been doing, and by so doing benefit tremendously the adjacent owners at the expense of the city. The time has come when the owners ought to give the land, and in many cases they are doing it. They can usually give one-tenth of their land to the park system which will include what is of least use for building purposes, and thereby increase the value of the remainder. You must remember that the gift of land is a permanent memorial. Any of you who have been upon the Appian Way in Rome where the mighty Roman Emperors built their everlasting memorials of stone will realize that such memorials do not last forever. They are mostly heaps of dust and ruin now, but the land is still there. Any one of you ought to give land if you can afford to, as part of a logical park system, because nothing will give so much pleasure to so many people or last so long as a memorial.

REMARKS AT THE CLOSING DINNER

MORRIS A. BLACK, *Toastmaster*

*Chairman, Municipal Arts and Architecture Committee,
Cleveland Chamber of Commerce:*

I think it was Oliver Wendell Holmes who said, "Orthodoxy is my doxy, and heterodoxy is the other fellow's doxy," and of course every man believes that his own calling, his own pursuit, is all-important in comparison with other pursuits. And yet, giving full allowance for that feeling on your part and on mine, I believe that I can truthfully say that no conference has ever met in Cleveland of more real importance to this community than this conference here to-day.

Just this evening I was contrasting this small group of earnest, thoughtful men, discussing so interestingly these problems that have been before you for the last three days, and comparing them with the much larger groups that are gathered at the same time in the city of Chicago, who are also discussing important national questions and coming to important national decisions. It seems to me, however, there is but little question that this smaller group will, in the long run, confer more benefit upon this community in which it has met than the much larger groups that are now meeting in Chicago. There they are deciding a political question of great moment for the next four years, one which will influence perhaps the next forty or fifty years to follow. But here you are discussing questions not only of to-day, of forty years hence, but also of four hundred years hence, and even that length of time may well be an under-statement rather than an over-statement. There are few questions more important before the people of the world to-day than

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these questions of city building, for the cities contain a rapidly increasing proportion of the human race.

Cities, of course, have been with us countless years, I am not going to betray my ignorance by telling you anything about the history of cities. But the development within the last hundred years is probably more rapid than has ever taken place in a like period, because, added to the former reasons for the building of cities, fortification, trade, commerce, social reasons, it is because of the organization of industry that the cities of to-day are growing so rapidly and that the balance between the city and the country is being changed as it is. These city problems are all the more important and pressing, because every year a new city is being built inside of the old city. Here in Cleveland, which is a city of the second size and not of the first, a city containing as many citizens as Athens in the time of its glory is being built every year; twenty to twenty-five or thirty thousand people are being added to Cleveland annually. Philadelphia, Chicago, New York add much larger numbers, and a new city has to be built for these new citizens, and has to be built largely within the environment of the old city. Those are the problems which you have been discussing and certainly they are not only of vast importance but of imminent nature; they cannot wait twenty or thirty years, they must be solved now.

Therefore I congratulate each member of this Conference upon being engaged in work of such importance. Your deliberations and conclusions are of the utmost interest and of the utmost value to this city and to each other. You are directing the planning of the work. Each community will have to plan its own future under your direction and guidance and that of other experts like yourselves. The citizen's part is to carry out your plans. A city is probably the largest community in which most of us work as individuals. Our duties to the state, to the country as a whole, are necessarily delegated, but in the city, just as in our homes and in our business or professional activities, we

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must perform our own part without delegation. It is true the governmental functions of the city we do delegate, but the rest of the questions we must decide for ourselves, and, deciding for ourselves, we decide for our whole city. No matter how trivial the act may be, if it be an act of building of any kind, it has a permanent effect upon the city in which we live. That is true of every one of the 700,000 citizens of Cleveland. If the head of a family merely makes a choice between an apartment house and a single house in which he and his family shall live, if it is only a choice of renting one type of house or another, he is casting his vote in favor of the apartment and against the single house, or in favor of the house of good design as against the house that mars instead of adorns its neighborhood.

Of course, those who are actually engaged in the business of building or making allotments, have a still larger influence on the future of the community. The number who are actually building a city like Cleveland is surprisingly small, the number that make in advance these momentous decisions for the twenty or thirty thousand who come every year. I have here a list of the buildings built last year in Cleveland which call for a building estimate of over \$20,000. There are less than 200 of them. I will read them now, because I think they will interest you as showing how gradual is the growth of a comparatively large city such as Cleveland is.

Last year building permits were secured in Cleveland for the following buildings: One hospital, nine school buildings, four assembly buildings, two hotels, six moving picture buildings, six office buildings, twenty store buildings, sixteen storage buildings, fifty-four manufacturing buildings, seventy-four apartment buildings. I think there were one or two private houses above \$20,000.00 that were also added to this list.

It would not be at all a difficult matter to improve greatly, through professional advice, most of these buildings. It would also be not a difficult matter to improve the three or

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four thousand dwelling houses that were built. The task is not an impossible one, so far as individual initiative is concerned, also not an impossible one so far as governmental action may be required.

Within the last few years Cleveland has proclaimed its belief in these progressive principles by first adopting a city charter granting home rule and making a city planning commission possible, and within the last twelve months a city planning commission has been appointed, along the line suggested by Mr. Adams, including the combination of governmental authority and the activity of private citizens. The commission in Cleveland consists of six members of the mayor's official cabinet, heads of departments of the city, and five citizen members. They have organized within the last year, and therefore, as you see, the machinery is here for going ahead with thoughtful city planning, in addition to the work that has been done in the past. That is matter for encouragement, because, even in a city the size of Cleveland, it is simply bewildering, as you drive through the streets, to see the number of houses that have already been built, and yet we see that a comparatively small amount of work is done in any one year.

It is not an impossible task for the governmental authorities and the private citizens to unite in the effort to produce a far more beautiful and a far more useful city. We realize that this must be an efficient machine for the co-operation of 700,000 individuals, as well as a place for these individuals to live in health and happiness and efficiency. We realize how difficult is the co-operation of a machine made of a thousand or two thousand parts of iron or steel. Such a machine does only one thing, is actuated only by one impulse, that of the motive power of the machine. But here is a machine of 700,000 parts, each one having a will and a mind of its own, and therefore how much more necessary it is that they be correlated, that they understand, each and every one of them, his part in that machine, in order that it shall be efficient and useful and happiness-producing.

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It seems to me that every city planner is to be envied in the profession that he has chosen for himself, but, if any one is to be envied more than another, it is he who has had the opportunity of studying city planning not only in one country but in many countries. The first speaker of the evening is a man who has enjoyed these very exceptional opportunities of education, first in Germany, where city planning has been studied as ardently and has made as much progress as it has anywhere, and after the completion of his studies there he spent two years in France, studying the city planning achievements of the French. Then, after that, he came to America for still two more years of study. Of course all that period was for preparatory study, because every city planner must continue his studies throughout his life. For city planning is a professor's art.

I have great pleasure in introducing to you the speaker who will come first upon the list this evening, Dr. Werner Hegemann, of Berlin, who has been so active both in Germany and in America, in promoting the progress of city planning.

DR. WERNER HEGEMANN, *Berlin:*

It must seem strange to us, to all of you and especially to me, that we should sit here day after day discussing possible savings of a thousand dollars in this kind of pavement, or of ten thousand dollars in that kind of street arrangement, or perhaps of several million dollars by wisely planning for the future, while at the same time, in the old countries, our brothers destroy billions and billions which we, all of us, will never, never be able to reconstruct. But I suppose we have to keep at our modest job, which may be worth while, in spite of all.

Yesterday Mr. Thomas Adams spoke to you, and congratulated you on your broad-mindedness in inviting people from other countries. Certainly, we are to be congratulated upon having had a chance to hear him. But I rather sympathize with you that you have to listen to me

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after having heard so many really fine addresses and speakers like Mr. Purdy, Mr. Bassett, Mr. Nichols and Mr. Veiller.

When you honored me with this invitation to talk to you, I wondered what I could say to interest you, and I thought perhaps you might let me pay you a compliment and explain to you why I think so highly of the effort represented by the National City Planning Conference in America. This Conference brings together all the many varied and often even antagonistic interests, the harmony of which is necessary to produce a satisfactory city plan. You are accustomed, with the usual modesty of hard-working men, to look at the old countries and think that all things that you achieve here have been achieved over there long ago. I am sorry to say that is not so. I have insisted many times before European and American audiences that there is no achievement in European city planning against which I am not prepared to point to an American achievement; it may be of another character, but of equally high value. In these comparisons of the civic problems and achievements in various countries there is a great danger of getting tangled up in words that have a different meaning in the various countries. This came to my mind very forcibly just this afternoon. I could not attend all the meetings of to-day's session, but I was present during a discussion in which it seemed as if there was some protest against the methods advocated by Mr. Thomas Adams. He practically was accused of indulging in somewhat autocratic ideals, as if he wanted good city planning ideas handed down from above, from a government and from administrators better informed than the almighty plain citizen voter. For such unwarranted leadership, it was hinted, the democratic American citizen could never stand, but would accept improved conditions only if called for by the sovereign mass of the people, and—so I assume—if passed upon by his majesty, the Boss.

Now to accuse other countries about which we know little of autocratic methods is rather a common practice, and I

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surely can sympathize with our English friend because I have sometimes heard even the methods of Germany, socialistic as it is, accused of being autocratic or despotic.

If you take any stock in this kind of accusation, let me disillusion you by telling a little story which may explain to you that all the, call it virtues or vices, of democracy are as rampant over in the old country as they are here in America. You have been told that the German Emperor does what he likes. If he wants to beautify his famous capital you think he simply snaps his fingers, gets twelve learned experts and has their plans carried out the next day. Well, since the year 1807, the self-government of the German city, especially of the Prussian city, has been established, and, a fact your reformers always emphasize, this self-government of the German city goes a good deal farther than the self-government of the American city in its relation to the state. Under this system of Prussian civic self-government the German Emperor had the following experience. The Emperor has, as you know, one of the finest castles that have been built, but its beauty could have been increased considerably if a certain vista up the river could have been kept open. But right in the middle of this vista the municipal government of Berlin owned a lot with a building upon it. But the time came when this building was torn down by the city to be replaced by a new one. During the short transitional period the Emperor had the vista he wanted. But then, very much against his will, the new building went up. A gentleman of my acquaintance happened to be received by the Emperor at about that time and told me afterwards of the Kaiser's dramatic disgust. "At last for a week," the Emperor exclaimed, "I had a vista from my window and now they are building me a brewery right in the middle of it." It was not a brewery, but it looked almost like one. You see even in city planning the conditions in Europe, far from being as ideal as you think, are very much like those here.

Now, I thought it might amuse you city planners, who

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now and here are sitting as a powerful and independent body, a real city planning Academy truly representative of all the many activities that together make up city planning, I thought it might amuse you to hear a little about the struggles the old countries—I am thinking especially of Germany—had to go through in developing city planning thought. It was only after many decades of struggle that the city planning conscience of the fatherland reached its present stage, which American students so kindly want to call a stage of perfection, while the conscientious European observer, as I said before, is rather struck by the many similarities of what he sees in America to conditions at home. Looking at these struggles I don't want to go back any farther than the nineteenth century. Before that time we actually had in Europe conditions, as Americans like to think we have them now, of practical autocracy. All that is fine in old Paris and old Berlin is due to autocratic control. But, to make sure that there is no rule without exception, remember that among the glorious cities of previous centuries some of the most beautiful ones—think of Augsburg, Rothenburg, Nuremberg—were developed under democratic rule. Still the breakdown of enlightened autocracy, beginning with the French Revolution, brought dark days to civic art and city planning, especially in Germany, in Germany perhaps more than in France and other countries, because in other countries, especially in France and quite especially in Paris, the city government was always kept under a strong, centralized sort of government, so that in civic art democracy could never display all its—during the state of transition—disastrous forces in France. As against the example I just told you of the German Emperor overruled by civic self-government, there has in France, at least, once been a man who really could do what he liked—I must call him a countryman of mine, it was Mr. Haussmann—his name indicates his origin. He had the chance.

I suppose everyone present, occasionally, when committee meetings draw out, envies heartily Haussmann's

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omnipotence, strong democratic ideals notwithstanding. So you can understand what a spell Haussmann's name and work gradually secured over the imagination of the unsophisticated city planner of the third quarter of the nineteenth century. Let me, therefore, say a few more words about this idol. You know what happened at one of Haussmann's earliest audiences with his master. Napoleon had just arranged for a very democratic committee of experts to discuss the proposed transformation of Paris. Mr. Haussmann had been invited to attend its first meeting, and after the meeting, he reports in his autobiography, the Emperor asked him, "Well, how do you like our committee?" and Mr. Haussmann said, "Well, Majesty, I think there is a tendency with us French, as soon as there are more than two together, to produce an endless amount of talking. I fear we shall have to cut the committee down." The Emperor replied, "Do you mean to a committee of two?" "Yes, your Majesty as chairman, and your humble servant as secretary." And this plan was carried out, too. Now, the admirers of autocracy, I think, ought to agree that the city planning produced under that efficient system, judged in the light of present experience, or even in the light of the discussion of Haussmann's own contemporaries, ought not to be admired. In France the opinions about the famous rebuilding of Paris have for decades been mixed up with political issues, but in other countries Haussmann achieved fairly well one of the most important of his ends: to dazzle the foreigner. And very soon a kind of Haussmann mythology has developed, and especially for the American traveler it has become quite common to talk of the glories of old Paris of the old regime as if they were the work of Haussmann. Of course, we have to be thankful to Mr. Haussmann, because really he hasn't destroyed all of Paris. He destroyed just about one-half of it only, but he spared many of the great glories of old Paris which made the city dear to every city planner. He spared the Champs Elysees, the Tuileries, the Places de la Concorde, des Vosges, des Victoires, Ven-

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dome. He was bitterly criticized for destroying part of the Luxembourg gardens, but it must be admitted he left a very beautiful piece of it. It is true he levelled almost everything that was left of gothic Paris, but he left the great Cathedral of Notre Dame and several other churches. So Haussmann really deserves praise. Why, his power was absolute, he could have destroyed everything, but he knew how to control himself. However, in praising him let us not carelessly assume that he has created what he did not destroy.

What Haussmann actually did himself, so far as it was not simply carrying out work started or planned before his time, seems uninteresting from an artistic point of view. He was a successful protagonist of the modern sewer, delighted in wide, straight and well improved streets that brutally "slashed the stomach of the old quarters, the hotbeds of rebellion," as he called it, and by planting 45,000 trees in the pavements between his high tenement houses he originated, not the modern garden city, but that unfortunate type of the modern city, which Camillo Sitte has characterized as a "tree-lazarett." His conception of the role to be played by the railroads in the city, in spite of English and American examples, was erroneous. He did not recognize them as the pioneers of garden suburbs, where trees can grow really and healthily, but he kept them out of town and therefore increased the monstrous congestion of the city which he proposed to cure by his expensive street openings.

In one word Haussmann's city planning was just as hopelessly bad as the plan that was made for Berlin at about the same time, and probably already a little under Haussmann's disastrous influence. These plans for Paris and Berlin have produced what probably are the two largest concentrations of congested tenements on this globe, not excepting the capitals of China.

Now, there were many people who came to Paris to study its marvellous transformation and took those ideas and applied them all over Europe. So developed one of the

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first strata of city planners of the nineteenth century, men who applied the Haussman ideas to the previous schemes, which were simply rectangular surveyors' plans. These were the men who cut through straight avenues, without any consideration of all those many factors which we to-day know must be considered. Their plans at best applied ideas taken from old formal gardens to modern city streets, and produced doubtful blessings like starshaped round-points (etoiles) suggested by yew-hedged parterres but now petrified into traffic centers.

With the memorable transformation of the fortifications of Vienna, beginning 1858, however, another stream of city planning thought was started. The artistic disappointment about some of the effects of this great work in Vienna made Camillo Sitte, Theodor Goecke, J. Stuebben and their much less intelligent followers give much study to the medieval cities. They discovered many of their beauties, among others, the beauty of curved streets, and curved streets went all over Germany, Austria, Belgium, Sweden, etc. It was sufficient for many an ardent critic to look at a plan, and if he saw a straight street in it, his verdict "No good" was ready; wasn't he sure the plan was made by one of those hated surveyors, engineers or sewerage men like Haussman or his colleague in Berlin? Instead of the straight lined, formal garden, now the naturalistic, romantic garden conquered the shaping of the city blocks to an extent that, as one of the younger critics said, the people had to bend their curtain rods to keep them in line with the curved streets. One of the features in Haussmann's work and in the attitude of city planners influenced by Parisian conceptions was the fear of the railroads as an unsightly feature, and the desire of keeping the railroads out of town. Haussman believed in railroads only as a means of bringing the people to the city, not of a means of traveling through the city. The idea of entering a city's streets with railroads for a long time passed as just another one of these horrible American hum-bugs. When railroads finally had to be admitted into the

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city they were required at least to go underground at an extravagant cost and thus keep out of sight. This anti-railroadian attitude is what we consider to-day one of the old-fashioned and wrong ideas. But the fight against the vestiges of this idea is still hot. We have with us Mr. G. E. Hooker, who practically, if I understand him right, puts almost his life fight into getting the railroads into their proper place in the city plan. In the same way Germany and, it seems, every other country has its fight of would-be-city-beautifiers against the railroad. I talked with learned yellow gentlemen in Tokio, Japan, and Canton, China, and heard them advocate subterranean railroads because the elevated railroads of New York and Chicago looked and sounded worse than they thought the yellow race could stand.

While the fight between the advocates of the curved street against the straight men was still going on, a younger stratum of city planners, men like E. Brinckmann and L. Migge, discovered that it was not necessary to have curves in order to get beautiful effects of the very best kind, and quickly this younger set turned against the curved men who got sandwiched between the representatives of the older and the younger school. The wiggle-waggle appearance that stupid imitators of Camillo Sitte had given to the old checkerboard plans suddenly became highly suspicious.

But there were many other misgivings. There was the bitter fight—Eberstadt leading—against the unnecessarily wide street, which has dazzled so many American visitors but is one of the principal reasons for the victory of the high tenement house in the cities of continental Europe. There was the fight against that villain, the real estate speculator, destroying the prospects of the small house, the garden and the park, and there were many other issues, which cannot all be mentioned in an after-dinner speech.

Of course, you have similar tendencies and antagonisms of many kinds here in America. For this very reason the achievement of this Annual City Planning Conference,

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where you meet men of every city planning profession—engineers, railroad engineers, real estate men, architects, landscape architects, economists, and administrators—seems highly commendable to me. This seems really the highest conception of city planning, the clear understanding that very many factors have to be intelligently co-ordinated in order to produce a working city plan.

I would like to say just one word about this necessity of intelligent co-ordination of the various interests. Even to-day you heard some one say: of course the streets must be considered first, and then this or that must be considered first. Now, I don't think this claiming first consideration for any one of the elements, that make up the city plan, is a right way of stating it. I believe that every factor in the city plan has a certain rank, but this rank is determined by the structural value of the factor in question. Since there are in a city certain places fitted only for certain functions which can best be served only in certain places, the elements of the plan should each be assigned a certain rank. In any given part of the city, that element which has the best right to be located there should be so located. It is not a question of which one comes first, but how to put each one of the many factors in the right place. The history of American city planning offers us one of the most striking examples of that. Let me recall to your memory the following incident from Washington, your capital:

It is almost a doctrine to-day, and I am inclined to think it is the right doctrine, to speak of the means of transportation, the railroads, as fundamental elements of the city plan, because they are so terribly expensive and because they can be operated to advantage only if they are in the right place. This claim for first consideration is justified under ordinary circumstances, but there must be exceptions. When in 1900 Burnham, Olmsted, McKim, and St. Gaudens were called to study the problem of Washington, you remember that at that time the railroad was right in the Mall, and at that time I understand it was especially Mr. Burn-

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ham who carried the point against the railroad administration that this was a case where the railroad should not and could not have the first say, because there was something which was superior even to the railroad and its large investment, something that could not be paid for by any sum of money—namely, the great idea of the Mall, the great artistic conception that goes back to the formal gardens of Europe, the great conception which could not possibly be cut, not even by a railroad, and so it was the interest of the entire American nation which required that this railroad simply had to be relocated. This is a good example showing that none of the elements of the city plan can have a claim to be always considered first. But it is an extreme case which seldom happens.

The relocation of the railroad terminals that resulted also shows what an asset good city planning can be. If a plan is well laid out, there ought not to be any conflict, and costly relocations can largely be avoided. There is plenty of room for parks, railroads, housing and everything, in a city plan if it is well considered and flexible enough. In this respect city planning is more than the solution of technical questions. It takes good administrators, good committee men, able to see and do justice to all the various interests and to give each a chance to develop to its best.

In order to achieve this highest aim of city planning, the co-operation, not only of all men professionally interested in the planning of the many aspects of the city, but the co-operation of all citizens and especially also of the women is necessary. In fact, I had no intention whatsoever of giving a general city planning lecture to-night. We have had enough lectures during the last few days. The real object I had in mind when I undertook to say a few words to you was to speak about the great work done in city planning by the ladies, and to propose a toast for the city planning ladies.

Now, "city planning ladies" is not in any way a far-fetched idea. We find that quite a number of the greatest measures in city planning have been taken by great women.

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Let me just mention a few names, most of which will be familiar to you. Queen Elizabeth of England gave one of the most energetic and thoroughly modern edicts for good housing and open spaces worthy to guide the most modern woman's clubs. Empress Katherine of Russia called the first international city planning competition when she wanted a plan for the development of St. Petersburg. Long before her, Katherine de Medici influenced the city plan of Paris. Practically the entire conception of the great axis of Paris, Louvre, Tuileries, Champs Elysees, that is the Mall conception which has been copied in so many cities, including your capital, Washington, goes back to the influence of the Medici women in Paris. Dorothee, the wife of the Grand Elector, had a decided influence on the planning of the Dorotheenstadt, the present center of Berlin with Unter den Linden. What I consider the first really comprehensive book on city planning, with a complete insight in not only the many technical problems but in the social problems besides, was written, under a pseudonym, by the German countess Von Dohna Poninski in 1874. Without Mrs. Bartlett's help Mr. Unwin could not have built Hampstead. In your own country you know that city planning in Chicago, and through Chicago in the United States and then again in the world, has been directly influenced by the work done in Chicago by Miss Jane Addams for the playgrounds and against the tenement house.

These are just a few examples. There are many others, and to find them one need not to go outside of this hall. We have many ladies right here in our midst who have given invaluable service to city planning. I am not only thinking of the most important service performed by so many faithful wives present who manage to stand the extreme strain of getting on with city planning husbands, busy and absorbed in their work as they are. But we have here also quite a number of ladies even more actively engaged in city planning, housing inspectors, real estate women, and others, whose names are familiar to us. All of us have had

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correspondence with the librarian of the Harvard Landscape Architectural Department, for instance, and what modern city planner could do without Miss Theodora Kimball's co-operation? Who could be well informed without reading her articles in *Landscape Architecture* which are so clear and well-balanced?

There is a great field. If women actively enter city planning, we men, who so far have made a mess of it, may look forward to better times. So let me ask you to drink to the city planning ladies.

THE TOASTMASTER:

Before I introduce the next speaker, and the last one of the evening, I shall ask everybody to stand for twenty or thirty seconds, merely to rest for a moment. I believe you will enjoy the rest.

There seem to be two kinds of city clubs in this country: one kind that professes neutrality on public questions—the City Club of Boston and the City Club of Cleveland are examples of that type. They provide, besides social opportunities for their members, a public forum from which all sides of every question may be discussed. They believe that their greatest contribution to the community is in getting views before the public, and the public is expected to make its choice as to which view it will adopt.

Then again, there is another type exemplified by the City Clubs of New York and of Chicago, a more militant type. Both of these city clubs also have public forums, but they also take active part, take sides upon the questions that are before them, and provide very important and active committees to do work of all kinds in helping forward the betterment movements of their community. The City Club of New York and the City Club of Chicago are typical of that kind of city club. To-night we are going to have the privilege of hearing the final talk of the evening by Mr. George E. Hooker, the Secretary of the City Club of Chicago, and one

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of the active citizens in every forward movement in that progressive city.

GEORGE E. HOOKER, *Secretary, Chicago City Club:*

I think it a matter of interest that this Conference meets again in an automobile town. When, at the meeting last year, in Detroit, I visited the Ford works, I thought them the eighth wonder of the world. I had never before seen such an example of eliminating waste by organization. Thousands of separate processes and movements, going back indeed to countless sources of supply at distant points, were brought together in that wonderful co-ordination, so that they turned into automobiles at the rate of two or three per minute. The frame of a car started at one end of the assembling track, and as it moved along a few feet the gasoline tank came down from above at a given point and was attached. A few feet farther on the engine came down from another point and was attached. A few feet farther along the steering gear came from another point and was put into its place. A little farther on the wheels arrived from another point, each part being securely added, without hurry, but without loss of a moment, until finally, after twenty-seven minutes, the machine was complete at the end of the track and moved off by its own power.

City Planning means the application of like organizing skill to the multiplied and diverse processes of the great urban community. And possible gains thus for the community are no less remarkable than those of this wonderful industrial plant—which has made its chief author a very rich man, yielded sensational pay for the employees and spread benefits over an entire continent.

In this connection, however, may I offer a cautionary word? May I remind city planners to beware of a hasty judgment upon the present contest between the automobile and the street car for city travel? Had you visited Paris or London in the 17th or 18th century two porters might have carried you about the streets in an armed chair—the luxuri-

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ous and exclusive vehicle of that day. The automobile in the crowded modern city street is a revival of the individual vehicle, and in a field where there isn't room for it.

Nor does it pay its way. The street car passenger pays not only for his vehicle and its operation but pays also for the pavement which his car uses—two steel rails—pays generally for a sixteen foot strip of street paving which his car does not use, and in many cases pays the city an additional sum, for example, the half cent which every street car passenger in Chicago contributes to the city treasury as a clear bonus. In no city of the country, I think, does the automobile passenger at present pay for the pavement which he uses, the traffic squad which he so largely necessitates, the extra hazard to the public which he occasions, and the extra space per passenger which his vehicle, as compared with the street or railway car, occupies when moving and when parked in the public street. Yet, owing in part to his social status and to the lack of popular appreciation of the above inequities, the automobile passenger is seeking to-day to put the street car passenger under the street pavement, in order to reserve the surface for himself—and to a considerable extent is succeeding. In this contest between the luxurious individual vehicle and the democratic congregate vehicle, city planners should not conclude too confidently from present tendencies respecting the respective merits of these two vehicles for the future and particularly not until time shall have adjusted the equities of the competition somewhat more fairly.

May I further digress for a warning word on a subject which has received so much thoughtful attention by this conference, namely: land subdivision?

If city planning is to accomplish its proper results, it must be possible to deal not only with the problem of communication but also with the land of the city on a scientific basis and free from arbitrary interference. If this can be accomplished under private ownership of city land, well and good. If it cannot, that ownership ought to and indeed may in the not distant future be drastically limited or disappear. The

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Los Angeles city districting decision of the United States Supreme Court in the case of *Hadacheck vs. the City of Los Angeles*, takes away a part of the property of a private owner of city land. It denies him the right to use it for whatever purpose he may happen to choose. Logic may carry this decision so far as to deny the owner of city land the right to exercise arbitrary control over it for any purpose whatever.

Speculation in urban land is inimical to the welfare of the community, and unless private ownership in this limited and basic necessity of city life can forego speculation, in the interest of its best development, the American land system ought to be so changed as to eliminate such speculation. The Los Angeles decision points toward one way, that of so extending public control over city land as perhaps largely to take away its speculative value. We must also bear in mind that the American land system is a convention, and is not based on any eternal necessity or on any uniform and worldwide practice. In one prosperous German city, for example, three-fourths of the available building land is owned by the city itself, with the deliberate purpose of thus excluding land speculation and making land available in the freest possible way for the legitimate uses of the residents.

Now may I urge that the problem of city planning in this country is and should be treated as essentially a national and not merely a local problem? During the last two decades, scores and perhaps even hundreds of reports, most of them representing careful, scientific inquiry, have been issued concerning the physical conditions in our different cities. In practically all cases serious and more or less widespread defects and evils were found. The cities investigated are scattered throughout the land. They represent the lack of City Planning in years gone by and likewise at the present moment. They disclose the city planning problem as unquestionably nationwide.

It is nationwide respecting the great field of communication. We are now learning the unity of the problem of communication for city and country. Even the secondary

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residential street leads to the main street, and that in turn to the steam railway, by which supplies may come from distant hillsides or centers and products be carried to equally distant destinations. The problem of local communication, even in a minor city, is influenced by the great system of national railways which touches that community.

Our urban land system is also national in character. Its lines are largely those of the federal surveys. Its rights are those of the farmer. The laws which govern land, rural or urban, are essentially the same throughout the country, and the land system ultimately depends upon the 14th amendment to the Federal Constitution. That amendment determines the limits of possible modification.

Our land system thwarts and defeats the interests of the community in many particulars. While Chicago has a population of about 2,500,000, say roughly 500,000 families, there are in the Chicago district about 335,000 improved lots for residential or business purposes. I find that there are at the same time about 286,000 unimproved lots awaiting sale. There are four-fifths as many lots for sale as are now used by the entire population. What could be a more conspicuous instance of waste and maladjustment? These areas are largely taken out of appropriate productive use and may face streets improved with sidewalks, planting and possibly paving. The community must bear the burden of these premature expenditures and the loss from taking the land out of productive agricultural or horticultural use. Yet these conditions are typical, and rest upon a land system which is nationwide.

The city planning problem is national because it affects, in a broad fundamental way, the most valuable of all national assets, the general health. It is designed to secure sufficient pure air, not alone for those who may live in the suburbs, own automobiles, play golf and visit the seashore in summer but also for every shop girl, artisan, mother and child. It is henceforth going to mean more daylight for these persons even in abnormal New York. Proper city planning will re-

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duce the time during which the city dweller must breathe the air of railway cars, on the surface as well as in subways.

City planning means better food for the urban community by facilitating its transport from farm or truck garden, warehouse or market, to the kitchen, and by increasing the number of home gardens. A great nation must be a well nourished nation. The food question is of national moment.

The most urgent of all national needs is for the oncoming generation. Generally speaking our cities are not conceived, planned or maintained as fit places for child life. City planning seeks to readjust them so that they shall be suitable for children to be born and reared in them.

City planning means our increased efficiency as an industrial nation. It means the proper organization of industrial areas, to be furnished with those necessities and conveniences in the way of power, storage, transportation connections and other factors from which industries derive practical economic advantage. The city planner is now beginning to be recognized as a great agent in ultimate industrial economy.

City planning means nationwide improvement in the cost and efficiency of transport. If, owing to inefficient connections in Chicago, through passengers and freight must encounter wasteful delays there, these conditions are a handicap upon the travel and commerce of the nation.

City planning tends to increase that precious element, the initiative of the population. Which man would have more of the spirit of enterprise and imagination, one who had been reared in cramped and sordid surroundings, or one who as a boy had lived in a cottage with grounds where he might dig and plant and learn the habits of flowers and birds and try original experiments? City planning means a more resourceful people, and should for that reason be an object of national policy.

City planning tends to increase love of home and country by making these more worthy of affection. Our devotion to city or state ought not to be strained by an environment of physical meanness or disorder. The physical ennoblement

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of cities is an art which has been throughout history and will continue to be an encouragement to true patriotism.

If city planning is of such national scope and import, I believe it requires certain national legislation, administrative machinery and educational effort. To-day its fortunes are left to forty-eight different states, the governments of only a few of which have shown any considerable appreciation of its importance. Nor are these states qualified to deal adequately and unaided with this great national problem. No one of them has the requisite knowledge, no one of them can as a moral possibility have the requisite point of view, and no one of them has the requisite resources. In Germany, where city planning has been systematically pursued longer and carried further than in any other country, it is handled by different states making up the empire. Everybody knows, however, that in modern united Germany the relations between the empire and these separate states are such that ideas and impulses from the former are in the highest degree influential upon the latter, and the city planning movement in Germany has been appreciated and stimulated as a national movement. In England this movement has been taken up in the most decisive manner by the general government. The noted Town Planning Act of 1909 is an Act of Parliament, adopted after a full year of the most careful study in committee by the ablest specialists in the nation on the subject. The actual town planning work is done by the local authorities, but parliament devised the entire scheme and instituted machinery for co-operating in a helpful and stimulating manner with the local authorities in its administration. In Canada city planning legislation belongs to the different provinces; but the Dominion Government has employed a promoting expert who is the very soul of the active movement for city planning development in that part of America. Even India has summoned Professor Patrick Geddes to advise the government what should be done for the better planning of its cities. In this country, however, nothing has been done by the national government in this direction.

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I believe the time has arrived when the federal government, through the department of the interior, or some other of its branches, should take this subject in hand as a national matter and, through a properly constituted expert commission of inquiry, do at least two things, namely: (1) It should devise and report a suggested system of distribution of city planning powers as between our local, state and federal governments. Such a scheme of powers should be designed to provide the methods needed for dealing with this entire field in an adequate, progressive and active manner. It should show communities, now groping eagerly for advice, by what legislation they could secure and exercise requisite powers in this field. The adoption of such a scheme should make it unnecessary, for example, that the city of Los Angeles, or any other city, should wait seven years in order to find out whether it did or did not possess the power to determine whether a brickyard could continue business in a particular location within the city limits—the owner of the brickyard being likewise left in uncertainty for the same period as to his property interests. Such a scheme should also make it possible to deal promptly and efficiently with those important “border-line” or jurisdictional questions of city planning which are so frequently arising between city and county or city and state.

(2) Such a commission should also have liberal resources placed at its disposal with which to make an investigation and report, of a purely educational character, in respect to some of the difficult and important technical and social questions which are involved in the city planning problem, but which are too intricate, difficult and far reaching for the resources of individual experts or indeed of individual cities or states. What would a million dollars be in value compared to the importance and value of having some of the great principles of modern city development properly analyzed, illustrated and defined? What would be the value, for example, of a truly scientific treatise at the present moment upon the subject which is interesting so many

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social workers and likewise political thinkers, namely: the subject of proper neighborhood organization in our modern cities. Are the centralizing tendencies which have been so pronounced and so over powering in those cities in recent years and which have not only demanded enormously expensive structural and transit enterprises but have dominated the theory and practice followed in respect to these—do these tendencies accord with the true, scientific demands of our economic factors and our social needs, or are we to expect and provide for radical modifications in city distribution and structure? The problem of transportation in relation to city structure on the one hand and national economy on the other is in most urgent need of thorough scientific analysis. These questions are too big and difficult for treatment unless they be recognized as national issues, to be dealt with through the resources of the nation.

In several European countries now involved in war, steps have already been taken toward the formulation of reconstructive plans on a national scale to be put into operation as soon as the war closes. Shall not this country, free as it is from the devastation of war, but exhibiting nevertheless in its cities generally conditions of ill-adjustment and disorder universally recognized, and contradicting in the most glaring manner recognized standards of modern social, industrial and commercial science—shall not this country recognize and take steps to deal with the city planning problem as one demanding national attention in aid of local efforts?

ORGANIZATION OF THE NINTH CONFERENCE

At the opening session of the Conference a nominating committee was appointed which submitted nominations for both the executive and general committees. Additions to the latter were made from the floor.

VOTED: that the report of the committee on nominations, as amended by nominations from the floor, be accepted.

VOTED: that the executive committee be authorized to add one to its number from the city at which the next Conference shall be held.

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